

**POLICY CAPACITY BUILDING IN THE
ETHIOPIAN CIVIL SERVICE**

by

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**Dedicated to my mother Meselu Keneni, my father Hailemichael Hassen,
and
my brother, Zemedhun Hailemichael**

RECOGNITION AND ACKNOWLEDGEMENTS

Lord Almighty God,

Blessed Virgin Merry

My endless thanks go to You, for all the blessings You have showered onto me

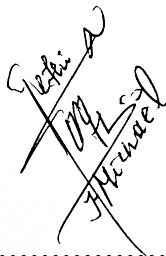
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DECLARATION

Student number: 4905-551-8

I declare that **“POLICY CAPACITY BUILDING IN THE ETHIOPIAN CIVIL SERVICE”** is my own work and that all the resources that I have used or quoted have been indicated and acknowledged by means of complete references.

A handwritten signature in black ink, appearing to read 'Teferi Hailemichael Hassen', written over a dotted line.

.....
MR TEFERI HAILEMICHAEL HASSEN

.....
Date

SUMMARY

The Ethiopian government believes the mission of its civil service is to introduce to the country a better economic and democratic system. In achieving this, the government has recognised policy capacity setbacks in its civil service and embarked on a comprehensive Civil Service Reform Programme (CSRP) to address the issue with a national capacity building strategy. The human resource administration aspect of the reform programme however lacks a closer and direct integration with civil service education and training programmes. Being aware of this, the government opened Departments of Public Administration in some universities and restructured training institutions in the country. Nevertheless, the level of policy competence, skill and attitude of civil service personnel leaves much to be desired as far as ensuring effective and efficient policy development and delivery is concerned, which otherwise could have been changed through proper public policy education and training. This research topic was selected after the Ministry of Civil Service had identified this problem in 2011.

Public policy education and training in public administration entail improvement of employee policy performances in the civil service system. Public policy education and training in a civil service system imply obtaining new policy knowledge, policy abilities and policy skills, and, introducing public servants to and involving them in important public policy decisions. Nevertheless, public institutions frequently fail to achieve their programme objectives due to a lack of personnel trained and qualified in public policy, which is often at the root of public policy failures. This can contribute to the notion of public policy education and training receiving a wider acceptance in the civil service.

It is generally accepted that universities and other training institutions provide public administration education to incumbent civil servants and students who will become the future work force in the civil service. It is the duty of such institutions to provide scientifically inspired career education and training to students of the future and incumbent civil servants. The institutions undertake to provide policy knowledge,

policy attitude as well as policy skills to students in order for them to perform their role effectively in the public policy process.

A student studying for a public policy career should be able to gain policy knowledge about the field of study and obtain the necessary public policy skills to be used in practice. Thus, students in public administration should not only have policy knowledge and policy attitude about the subject Public Policy, but also the public policy skills to act as professional public policy proposers and advisors to the government in power. The question can however be asked whether the curricula of public administration education and training programmes aimed at Ethiopian civil servants include modules on public policy to meet the requirements of the Ethiopian civil service in strengthening the policy capacity of the Ethiopian government.

ACRONYMS AND ABBREVIATIONS

AAU	Addis Ababa University
CPA	Central Personnel Agency
CSA	Central Statistics Agency
CSRP	Civil Service Reform Programme
EPA	Ethiopian Press Agency
EMI	Ethiopian Management Institute
ECSU	Ethiopian civil service university
GTPE	Ethiopian Growth and Transformation Plan
FDRE	Federal Democratic Republic of Ethiopia
GICAG	Government of Ireland Comptroller and Auditor General
HERQA	Higher Education Relevance and Quality Agency
HPR	House of Peoples' Representatives
IEIPA	Imperial Ethiopia Institute of Public Administration
ASIA	International Association of Schools and Institutes of Administration
MDG	Millennium Development Goals
MoE	Ministry of Education
Molnf	Ministry of Information
MCS	Ministry of Civil Service
NASPAA	National Association of Schools of Public Affairs and Administration
OAG	Office of the Auditor-General
ONCCP	Office of the National Council for Planning
PRC	People's Republic of China
PSC	Public Service Commission
SNNP	Southern Nations, Nationalities and Peoples
UKCS	UK civil service
UNDESA	United Nation Department of Economic and Social Affairs
USA	United States of America

KEY TERMS

Attitude
Civil service
Course
Curriculum
Education
Ethiopian civil service
Government
Graduate
House of Peoples' Representative
Knowledge
Policy capacity
Policy capacity building
Programme
Public Administration
Public Administration Department
Public policy
Skill
State
Training
Undergraduate
University

POLICY CAPACITY BUILDING IN THE ETHIOPIAN CIVIL SERVICE

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CHAPTER 1

GENERAL INTRODUCTION AND RESEARCH APPROACH

“Employee training and development does not imply only obtaining new knowledge, abilities and skills, but also the possibility to promote entrepreneurship, introduce employees to changes, encourage the changes of their attitude, introduce the employees to important business decisions and involve them actively in the process of decision making.”

(Vemić, 2007:211)

1.1 INTRODUCTION

It is generally accepted that public servants are constantly involved in the formulation and the implementation of public policy (Box, 2008:13–14; Denhardt & Denhardt, 2007:143). Denhardt and Denhardt (2011:90–94) emphasise specifically the role of public servants in using public policy for transformational purposes. However, the policy process (setting an agenda, identifying the problem, formulating options, and adopting, implementing and evaluating policy) as identified by Aguilar, Galíndez and Velasco (2005:23) depends on the knowledge, skills and personal attributes of the people involved. Painter and Pierre (2005:3) refer in this regard to the capacity of government (implying public officials) “to marshal the necessary resources to make intelligent collective choices about and set strategic directions for the allocation of scarce resources to public ends”.

This implies that public officials in general need to be equipped with specific policy competencies. Dougherty (2011:329) states that public administration education and training is commonly constituted of core courses including, amongst others, the public policy process and/or analysis. Yildiz, Demircioglu and Babaoglu (2011):343, 344) confirm this and agree that the study of public policy in the field of public administration is becoming increasingly important around the world and focuses on the process of making choices and the consequent results thereof. It is thus of no surprise that a study comparing the public administration programmes for a master’s degree in Australia, New Zealand and South Africa revealed that the curricula for nearly all these programmes include core modules related to “policy making skills”,

“policy analysis”, “applying theory and analysing data to solve policy problems”, and becoming “effective policy makers ..., or policy analyst” (Wessels, 2010:182, 188).

Considering the above, it is thus reasonable to expect that public policy plays an equally important role in a country such as Ethiopia. Bearing in mind the specific developmental and transformational challenges of this country (IDA & IMF, 2011:19), one can expect that Ethiopian public officials (referred to in Ethiopia as ‘civil servants’) especially need to be equipped with the capacity needed to formulate, analyse and implement public policies transforming the living conditions of citizens (MCS, 2007:12). It is equally reasonable to expect that the professional education and training programmes offered by higher education and training institutions for civil servants include modules designed to build the abovementioned public policy capacity.

The problem is thus to know whether the available university offerings to build the public policy capacity of civil servants in Ethiopia are sufficient to meet the expectations of the Ethiopian government. For the purpose of this thesis, the research problem is how to determine the sufficiency of the various offerings aimed at public policy capacity building in a developing country such as Ethiopia. This research makes a unique contribution to the scholarly literature on public policy education by proposing and applying a unique framework for determining the sufficiency of public policy education in a developing country such as Ethiopia. This framework provides for two dimensions of sufficiency, namely accessibility and applicability.

This chapter provides a motivation as to why the research topic was selected as well as the objectives and aims of the research. A conceptual analysis provides a better understanding of important concepts that are used in this research report. Lastly, this chapter reflects the research methodology and preliminary framework for the chapters to follow.

1.2 MOTIVATION FOR THE RESEARCH TOPIC

Ethiopia is a country in East Africa with a mosaic of nationalities speaking a multiplicity of languages (Adejumobi, 2007:1) and it is the second most populous

state in sub-Saharan Africa with a population of more than 84 million (CSA, 2012:3; Lasonen, Kemppainen & Raheem, 2005:14). Ethiopia has a federal state structure, comprising nine states with a parliamentary form of government (HPR, 1995a:38). The Central Statistical Agency and the Inner City Fund International (2012:2) identified Ethiopia as an agrarian economy that focuses on farming. Accordingly, only 14.5 million Ethiopians, of which 50% are female, reside in towns (CSA, 2012:68). In addition, more than 57% of Ethiopians cannot read and write a simple sentence in any language (PCC, 2007: 286).

Regardless of the level of education, Ethiopia today is a country in transition moving towards a middle-income economy (MoFED, 2010:7; IDA & IMF, 2011:19) with a rapid revival of growth similar to that of Ghana and Benin in Africa (Ndulu, Chakraborti, Ramachandran & Wolgin, 2007:30). Growth in Ethiopia has emerged after a change from a unitary to a federal political system and after a government controlled and regulated economy to a liberalised economy took place in 1991 (Geda, 2008:116; Tewfik, 2010:5). These changes were driven by new expectations of ethnic rights for self-determination and demands of citizens for better government services. Consequently, as stated by the Organisation for Economic Co-operation and Development (1997:3), Ethiopia, like Central and Eastern Europe, faces the challenge of adapting its civil service to this growing and changing new environment. Currently, the Ethiopian civil service is poorly staffed with professionals not able to face these challenges, as a top official in the Ethiopian Ministry of Civil Service stated at a United Nations panel discussion on capacity building held in Addis Ababa in April 2011 (Abay, 2011:19). Unfortunately, the delivery of services to citizens is perceived as any other ordinary administrative work by civil servants in Ethiopia. This perception is due to the misguided structure and appointment of people in the wrong posts with a lack of proper civil service training and understanding. The expectations of the Ethiopian Ministry of Civil Service as can be seen in its 2007–2011 strategic performance plan (MCS, 2007:75) were, however, to get the public bodies staffed with civil servants who show a clear understanding of government policies and strategies, and who are competent enough to implement such policies and strategies. This need was reiterated a year later when the Minister of Civil Service, Junedin Sado, while inaugurating the Ethiopian Civil Service Charter, stated that civil

servants with an unchanged outlook have ill-directed the objectives of civil service reform in the country (EPA, 2012:11).

To meet and address these challenges, the Ethiopian government attempted to embark on a comprehensive civil service reform programme in 1996 and reformulated its objectives in 2003 (Hailemariam & Common, 2006:6), which focused, amongst others, on the policy capacity of the existing civil service. The objectives of the programme disclosed government's intention to achieve better civil service performance with a new perception among civil servants regarding the changes in civil service roles from providing services to facilitating and enabling the services, and from defending law and order to servicing society (HPR, 2003; OECD, 1998:8; Sado, 2012).

The objectives, which the Ethiopian government pursue regarding the education and training of its civil servants (HPR, 2007:3557), reveal that with improved competency, Ethiopian civil servants can perform better and prepare themselves for higher responsibility based on career development. In order to achieve these objectives, a general guideline is required, but Ethiopia lacks a specifically adopted public policy to administer education and training programmes for civil servants as can be seen in the training policy of the Republic of Uganda Ministry of Public Service (RUMoPS, 2006:1). The National Education and Training Policy in Ethiopia currently directs all higher education and training institutes by providing general guidelines to administer all kinds of educational and training programmes in the country (MoE, 1994:5) including public administration education. For the purpose of this study, **public administration education** refers to the degree programmes while **public administration training** refers to the non-degree programmes being offered in Ethiopia.

Subsequently, the topic of this study, "Policy capacity building in the Ethiopian civil service", was selected because of the important role that the education and training of civil servants and policy knowledge and skills play in most developing countries, including Ethiopia, where "the public services form a major part of the service sector" (Ratnam & Tomoda, 2005:17). The pre-scientific or practice problem is thus to determine whether the available university offerings to build the public policy

capacity of public officials in Ethiopia are sufficient. Considering the pivotal role of public policy capacity building interventions, this study's major contribution to the practice of policy capacity building is the proposed framework for assessing the sufficiency of these interventions.

1.3 PROBLEM STATEMENT

Governments of developing countries, like Ethiopia, are expected to do more in terms of human resource development as was indicated above. In terms of policy, the Ethiopian civil service is expected to develop and present policy options, set strategic directives, and make effective and efficient use of the public human resources available. The Ethiopian government believes (MoInf, 2001:197) that, unlike the civil service in developed states, the mission of the Ethiopian civil service is to introduce the country to an economic and democratic system which the country has never experienced before. To that end, the government identified policy capacity setbacks in its civil service and embarked on a comprehensive Civil Service Reform Programme (CSRP) to address the issue of a national capacity building strategy. The human resource administration aspect of the reform programme however lacks a closer and direct integration with civil service education and training programmes (MoInf, 2001:228). Being aware of this, the government opened Departments of Public Administration in the Universities of Addis Ababa, Dire-Dawa, Dilla, Haromaya, Jimma, Mekelle, Wolaita Sodo and Wollega, and in the ECSU, and restructured training institutions like the EMI.

Years later, in 2013, the Minister of Civil Service, Muktar Kedir, in his message to Ethiopian civil servants (MCS, 2014) emphasised that, despite the government effort to integrate the human resource administration reform with the civil service education and training programmes, "the level of [policy] competence, skill and attitude of the civil service personnel leaves still much to be desired as far as ensuring effective and efficient delivery of services". This made it difficult for the civil servants to perform some of their tasks, especially tasks related to development and implementation of policy issues where educated and trained civil servants are needed to be effective and efficient to meet the needs of the developing Ethiopian society. The question can therefore be asked, "How sufficient are the curricula of

public administration education and training programmes aimed at Ethiopian civil servants in meeting the requirements for public policy capacity building?” For the purpose of this thesis, the research problem was thus how the sufficiency (applicability and accessibility) of the various offerings of public policy capacity building in a developing country such as Ethiopia can be determined.

Secondary questions, which arise from the above question, are the following:

1. What policy knowledge and skill should a public servant in the Ethiopian civil service have?
2. What role does civil service education and training play with regard to the policy capacity of civil servants?
3. Are policy education and training internationally viewed as important for an effective and efficient functioning civil service?
4. Does the number of universities offering public administration education and training and the geographical distribution of these universities meet the needs of the Ethiopian civil service (ECS)?
5. Do policy education and training programmes for Ethiopian civil servants include all the skills and knowledge needed to improve policy capacity?

1.4 OBJECTIVE AND AIMS OF THE RESEARCH

The main objective of this research was to propose and apply a framework for determining the sufficiency of the various offerings for public policy capacity building in a developing country such as Ethiopia. The unit of analysis was the various capacity building interventions (education and training programmes), while the points of focus were their applicability and accessibility.

The framework was firstly designed for assessing the applicability of these interventions. This was done by exploring the public policy knowledge and skills a civil servant in the Ethiopian civil service should have to be effective and efficient in performing his or her duties, specifically with regard to policy work that is being done in the government. This included providing an overview of the role and function of an Ethiopian civil servant who is involved in policy work.

Subsequently, the role that civil service education and training play to improve the knowledge and skills of civil servants was determined. This was done by looking at the role that education and training can play in any government, including the Ethiopian civil service.

Furthermore, this research aimed to determine whether the education and training of civil servants with regard to policy knowledge and skills are internationally viewed as important. This was determined by looking at the public administration and policy education and training that was being provided to civil servants in two of the world's leading economies, namely the PRC and the USA at the time of the study.

Secondly, the framework was designed for determining the accessibility of these interventions to civil servants. In this study the concept 'accessibility' refers to the number of universities offering public administration education and training and their geographical distribution. The geographical location of these universities was determined since Ethiopia is a geographically big country with a large population that requires educated and trained civil servants.

Lastly, the applicability part of the framework was used as analytical instrument for a content analysis of the curricula of the various providers of education and training to Ethiopian civil servants to determine whether the policy education and training content of the curricula included all the policy knowledge and skills that the Ethiopian civil service needed to perform policy tasks effectively and efficiently.

The findings of this study could benefit policy makers and advisors in the Ethiopian parliament, the Ministry of Civil Service, and Public Administration lecturers and researchers by providing information about the Ethiopian civil service education and training system, its structure and approach toward the professional competence of civil servants specifically working with policy issues. This research further provides knowledge about policy processes within the Ethiopian government structure.

1.5 CONCEPTUAL ANALYSIS

The conceptual analysis provided a clarification of the key concepts in the problem statement and the research objective, which are as follows:

Administrative capacity: Administrative capacity in government offices implies, according to Tesfaye (2009:21), “a function of both high-level human resource capacity and the effective utilization of Information Technology”. Verheijen (2006:22) considers the concept by taking into account the issues of systematic performance in the public management of a state, the strengths and weaknesses in its policy coordination systems, and performance management approaches in improving the quality of service delivery. “Administrative capacity is a broad concept that entails running the machinery of a political or economic system, a government, and its international or global affairs, executing policy decisions, and translating political and collective will into actions through implementation and management” (Farazmand, 2009:1008). Painter and Pierre (2005:2) explain administrative capacity as “the ability to manage efficiently the human and physical resources required for delivering the outputs of government”. In this research, administrative capacity was regarded as related to the efficient and effective utilisation of human resources in the process of public policy formulation, execution, and evaluation by the civil service institutions.

Capacity: Milèn(2001:4) argues that a fundamental issue in capacity building is how we define capacity, and conceptualises the term as the “ability of individuals, organisations or systems to perform appropriate functions effectively, efficiently and sustainably”. The concept capacity is defined by Morgan (2006:8) as the “emergent combination of attributes that enables a human system to create developmental value”. Goodman (1996), in Brown, 2001:3) describes capacity as “the ability to carry out stated objectives”. Accordingly, “capacity building has been commonly understood as a basic human resource issue: a matter of building institutional person-power to the point where there is an adequate skills base to fulfil the tasks of an organisation” (CHET, 2002:1). Ingram (2005:6) states that human, organisational, and institutional capacities constitute the three dimensions of public sector capacity and “the capacity building approach emphasized that a root cause of poverty, illiteracy, and ill-health [in a state] was due to a lack of government’s capacity to design and implement proper development strategies”. Capacity is used in this research report to refer to the human, organisational, and institutional abilities of the civil service in efficiently and effectively utilising resources required to develop and implement public policies. Capacity building here, therefore, implies the activity to

enhance the public policy professional competence of civil servants through civil service education and training to facilitate good administration in the civil service.

Civil service: Hornby (2005:328) describes the term civil service as referring to branches of state administration, excluding military and judicial branches and elected politicians, while Webster's Third New International Dictionary of English Language(1976:413) explains the term as "the whole public administrative service of a government including all branches except the armed services, and a civil servant as a member of a civil service". The Ethiopian government does not clearly stipulate what actually constitutes a civil service system. The government (HPR, 2007:3535), however, defines a civil servant to be a person employed permanently by a FGE institution but not a government official with the rank of deputy director or equivalent and above, not a member of the parliament, a judge or prosecutor, or member of the armed forces or the police. It also delineates a government office as an autonomous entity established by a proclamation or regulation, completely or partially financed by the government budget, and enlisted by the council of ministers. Accordingly, in this research report, the term civil service implies the whole of the public administrative services of the Ethiopian government except operational services (services in the line functions) rendered by parliament, the armed and police forces, and the judicial system.

Curriculum: Curriculum is an ambiguous term that it can simply be seen as a synonym for the term 'course of study' or broadly be considered to include all "the educational experiences of students planned by schools", and defining it is no easy matter (Vargas, 2014:134). Many claim the term curriculum refers to formal academic learning experiences such as workshops, seminars, internships, laboratories and such others beyond a 'course' (Lattuca& Stark, 2009:3). Pinar (2004:32) and Null (2011:1) believe that curriculum is the heart, the intellectual and organisational centre of education in the profound linkage between curriculum and teaching. According to Marsh (2004:3), the term is used to refer to all planned learning, the totality of learning experiences and the subjects that are most useful for contemporary living and that embody essential knowledge. For Kelly (2004:8), a curriculum is the totality of the experiences the learner has as a result of the provision made. Webster's Third New International Dictionary of English

Language1976:557) describes a curriculum as the whole body of courses offered by an educational institution and all planned school activities besides courses of study.

Education and training programme: In this research, the term education and training programmes describes the integrated course of academic studies organised to transfer knowledge, skills and competence that are required for effective public policy formulation and implementation by civil servants.

Education in this research is understood as the process of transferring knowledge, skill and competence at any level of development.

Education: Education is a process of knowledge making, and it has a public context (Kelly, 2004:44). It is about how people reproduce and transmit their culture, the non-genetic part of their nature, from generation to generation (Ross, 2000:80). The Ethiopian Education and Training Policy explain education as a process by which experiences, accumulated values, and new findings are transmitted through generations (MoE, 1994:1). For Schofield (1999:5), the word education implies a complex, evolving concept, shaped by contemporary norms of a given society at a given place and in a given time that it has no any permanently and universally accepted meaning. Encarta Dictionaries (2009) describe the word as “to give knowledge to or develop the abilities of somebody by teaching and ‘educating’ as the imparting and acquiring of knowledge through teaching and learning, especially at a school or similar institution”. According to Webster’s Third New International Dictionary of English Language (1976:723), the term education signifies the act of providing with knowledge, skill, competence, or desirable qualities of behaviour provided by a formal course of study, instruction or training. Royal (2007:15) states that education is concerned with the acquisition of skills and understanding about the world. He further explains the process of education with features of assisting in development and maturation level (transitive), deeper realisations and understandings for resolution of tensions and gaining of legitimate power to act (learning events), and with the making of assessments concerning knowledge and experience and granting of awards and qualifications (formal milestones) (Royal, 2007:16).

Policy capacity: Like the concept of policy, policy capacity has also been defined as having different dimensions. Gleeson (2009:16) states that policy capacity implies “the capacity of government to make ‘intelligent choices’ between policy options”. In its broadest sense, says Peters (1996:11), policy capacity is concerned with formulating clever and potentially effective policies, and includes the implementation and political capacity of the system to respond to changing demands from interest groups and the public, with the assumption that government should be more autonomous. “The policy capacity of the State refers to the ability of public sector’s executives to make and implement policies” (Aguilar 2005:21). For Press (1998:39), the concept of policy capacity relies on the capabilities of government to execute official duties, and of civil society to pursue collective action. According to Painter and Pierre (2005:2), policy capacity is the pivot around which state and administrative capacities revolve, and describe it as the “ability to marshal the necessary resources to make intelligent collective choices about and set strategic directions for the allocation of scarce resources to public ends”. In the current research, policy capacity meant the capacity of civil servants to actively self-engage in the process of public policy and all aspects related to public policy.

Policy: Policy, as defined by Brikland (2011:9), is understood as a statement by government at any level, such as law, regulation, ruling, decision, order or a combination of these of what it intends to do about a public problem. Wilson (2006:154) explains the term as “the actions, objectives, and pronouncements of governments on particular matters, the steps they take (or fail to take) to implement them, and the explanations they give for what happens (or does not happen)”. A set of interrelated activities describe a policy, and Anderson (2011:3–5) elaborates these tasks with illustrative questions in stages of “problem identification and agenda setting, formulation, adoption, implementation-administration, and evaluation”. The New Oxford Dictionary of English (2001), in Hamilton, 2009:1) defines policy as “a course or principle of action adopted or proposed by a government, party, business or individual”. According to Yukubousky (1999:2) “formally adopted policy generally takes the form of a governing principle, plan, or course of action”. In this research, policy was conceptualised as made by the government and implying a general guide to actions involving different tasks of interdependent stages, as elaborated by Jann

and Wegrich (2007:44) as “first, problems are defined and put on the agenda, next. Policies are developed, adopted and implemented; and, finally these policies will be assessed against their effectiveness and efficiency and either terminated or restarted”.

Programme: According to the Oxford Advanced Learner’s Dictionary (2005:1023), the word programme can be interpreted in various descriptions as “an announcement of the events that will occur, a radio or television show, a sequence of instructions that a computer can interpret and execute”. For the purpose of this research, programme referred to an integrated course of academic studies for professional competence, a series of steps to be carried out or goals to be accomplished and a system of training and development within the civil service intended to meet public needs.

Public administration: Public administration as an activity with a primary and principal purpose of regulating group action and behaviour can be traced back to the earliest times of organised social life (Basu, 2004:1; Maheshwari, 2002:395). Pruthi (2005:26) states that the term public administration was most acceptably defined in the nineteenth century by Woodrow Wilson as the “detailed and systematic execution of public law”, and two words namely “public” and “administration” constitute the term. For Khan (2008:1), the word “public” in the term public administration means “government”, while administration denotes “getting things done” and thus public administration signifies management of government affairs. According to Holzer and Schwester (2011:32), the term public administration denotes the formation and implementation of public policy as a recipe for the fundamental functions of management and incorporating psycho-social practices. Basu (2004:2) identifies public administration by, inter alia, the formation and implementation of public policies, the organisational structures and machinery of administration, and the executive branch of government. He describes public administration as the management of government affairs or any kind of administration in the interest of the public at national, state and local levels. Nadu (2005:4) argues the word “public” in the term public administration is used to imply ‘governmental’, and he explains public administration as governmental administration, or “the study of the management of public agencies that carry out

public policies in order to fulfil the state purposes in the public interest”. According to Marini (2000:1), public administration refers to the disciplined study and administration or management of matters associated with society and polity. It implies “a professional practice (vocation, occupation, field of activity), and an academic field which seeks to understand, develop, criticize, and improve that professional practice as well as to train individuals for that practice” (Marini, 2000:3). For the current study, public administration was the study of the content of the subject Public Administration in light of the formation and implementation of public policies at undergraduate and postgraduate levels at universities in Ethiopia.

Public human resource management (PHRM): Human resource management is considered by the Harvard School (1996), in Boyne, (1999:408) as “to involve all management decisions that affect the relationship between the organization and employees – its human resources”. According to Senyucel (2009:14), managing people is not a straightforward task and thus countless definitions of what human resource management should be, prevail. The public dimensions of managing this resource (and which this research used), is well articulated by Van der Westhuizen (2005:144) as “a field of study, theory and practice taken to be that part of management concerned with all the factors, decisions, principles, strategies, operations, practices, functions, activities, methods and procedures related to employees in [public] institutions”.

Public policy: Several scholars have defined the concept public policy by using different approaches. Kitschelt (1986:29) describes public policy as a cluster of role players, institutions, decision-making processes, and outcomes viewed from analytical aspects of social groups, decision-making processes, specific institutional arenas of political decision-making, and policy outcomes. Cooper (2004:15) defines the concept as a process aimed at solving public problems, and a public problem-solving process. According to Gerston (2010:7), public policy can be described as “the combination of basic decisions, commitments, and actions made by those who hold or influence government positions of authority”. Reaching a consensus on one definition of the concept public policy, however, according to Birkland (2011:9–11), has proved nearly impossible since governments make policies in the name of the assumed broader desires and needs of the public affecting a greater variety of

people and interests. Cochran et al., (2012:1) describes the difficulty of defining public policy in a clear and unambiguous term and explains it as referring to “a set of actions by the government that includes, but is not limited to, making laws and is defined interims of a common goal or purpose”. For this research, the concept of public policy was understood as a policy or law made by government in allocating the scarce resources that governments possess to address problems prevailing among societies.

The above statements on the term curriculum describe the ‘what’ and ‘how’ of teaching by an academic institutions. This study however only focused on the ‘what’ (content) of public policy offerings being taught to students at universities in Ethiopia. For the purpose of this research, the term curriculum refers only to the content descriptors of the curricula for the subject Public Policy. This definition, therefore, did not include the structuring and content of the degree programmes within which the subject is offered.

Training: Various authors have defined training in different ways but with a similar approach. Wilson (1999:5) used the definition of the British Manpower Services Commission of the concept as “a planned process to modify attitudes, knowledge or skill behaviour through learning experience to achieve effective performance in an activity or range of activities”. For the Northern Ireland Department of Finance (2000:1), training refers in the same manner to “a planned and systematic activity, through learning experiences, to impart knowledge or develop individual or group skills and attitudes for the purpose of improving performance”. This department sees training as interdependently interlinked to development, and both are complementary parts of the same process. According to Pynes (2009:310), training and development programmes seek to change the skills, knowledge, or behaviours of employees, while Boella and Goss-Turner (2005:122) identified knowledge, skills and attitudes as the three main components of training that an individual requires in order to do a job effectively. Lucking (2003:1) states that a training school is one of the three key components of a civil service system with an objective to establish the form, content and national standards of civil service training and to contract the delivery of training courses. In this research, training was understood as a learning process aimed at

developing the knowledge, skills and attitudes of the civil servant required for effective public policy formulation and implementation.

University: A university, according to Ben-David (1972:191), can be described as an organisation engaged in the advancement of knowledge through education and training programmes, and examining students in scholarly, scientific and professional fields. For Boulton and Lucas (2008:3), “a university is a place where inquiry is pushed forward, discoveries verified and perfected, and error[s are] exposed by the collision of mind with mind, and knowledge with knowledge”. A university can also be described as “[an] institution of higher education, usually comprising a college of liberal arts and sciences and graduate and professional schools and having the authority to confer degrees in various fields of study” (Encyclopaedia Britannica, 2014). The Ethiopian government describes a university as an institution that offers education in the fields of arts and sciences with a minimum enrolment capacity of 2 000 students in at least three academic units (HPR, 2009:4983). For this research, a university is therefore an institution of higher learning that a student will attend after completing high school to obtain specific knowledge, for example knowledge about public administration. In this research, the word university will specifically refer to Ethiopian universities offering Public Administration to undergraduate and postgraduate students.

1.6 ASSOCIATED TERMINOLOGIES

Other terms related to this research include:

Certificate: The Oxford Advanced Learner’s Dictionary (2005:345) states that a certificate is “an official document proving that you have completed a course of study or passed an exam; a qualification obtained after a course of study or an exam”. According to Merriam-Webster Dictionary (2014), the word ‘certificate’ refers to a document that is official proof that an individual have finished school or a course of training. The word “certificate” implies an official document that provides, inter alia, proof and details of educational attainments (Encarta Dictionaries, 2009). In simple words, a certificate is an award granted by an educational institution for the accomplishment of a course with a status below diploma.

Diploma: According to the Oxford Advanced Learner's Dictionary (2005: 416), the word "diploma" describes "a course of study at a college or university". Encarta Dictionaries (2009) explain a diploma as "a course certificate given by a high school, college, university, or professional organization, indicating that somebody has completed a course of education or training and reached the required level of competence". Merriam-Webster Dictionary (2014) describes the word as "a document bearing record of graduation from or of a degree conferred by an educational institution". The word "diploma" in this research designates an official document awarded by a higher educational institution for courses completed with fewer credit hours than at a degree level.

Efficacy, effectiveness, and efficiency: In this research, efficacy is described in relation to public service provision as the extent to which the civil service has the ability to make intelligent choices and utilise human resources toward intended public ends. Effectiveness on the other hand, implies the extent to which policy choice and human resource utilisation in the civil service contribute to the achievement of those intended public ends. Efficiency signifies generating public value through the allocation of scarce public human resources and providing insight into how public servants add value for public treasure.

Facilitate: The Oxford Advanced Learner's Dictionary (2005:523) defines the word as "to make an action or a process possible or easier", and the Webster's Third New International Dictionary of English Language (1976:492) adds "to help cause something run more smoothly and effectively". For the current research, to facilitate described as Van Jaarsveldt (2010:6) puts it, "providing the resources, assistance and means to a group, class or individual to accomplish its goals in the easiest practical way".

Good administration: The Swedish Agency for Public Management (SAPM) (2004:10–70) chose a set of rights and obligations that it considers essential for the meaning of good administration, and enumerated them as –

- the principles of lawfulness, non-discrimination and proportionality;
- the right to have one's affairs handled impartially, fairly, and within a reasonable time;

- be heard, before any individual measure is taken that would affect the citizen adversely;
- have access to information regarding any individual measure that would affect him or her;
- general access to documents;
- the obligation to state all decisions in writing ;
- notify all persons concerned of a decision;
- give an indication of remedies available to all persons concerned;
- document an administrative procedure;
- keep registers; and
- be service minded.

Diamandouros (2005:10–20) made these principles the basis of the code of good administrative behaviour on the European continent. According to the European Commission for Democracy through Law (2011:4–18), these principles are “based on clearly identifiable procedural rights, the alleged violation of which can be invoked before a court. Ensuring that civil servants perform their tasks both in the general interest and in the interests of the persons with whom they are dealing, is essential for good administration”. Thus, the principles were used in this research as well to refer to the meaning of good administration.

Government: The concept government in this research implies “a group of individuals exercising legitimate authority, and protecting and adapting the community by making and carrying out decisions” (Apter, 1972:215).

Impacting: The Oxford Advanced Learner’s Dictionary (2005:951) defines the word impacting as an adjective of the noun/verb form impact as having a “a marked effect or influence/have a strong effect on someone or something”. This research used the word as defined by the Webster’s Third New International Dictionary of English Language (1976:1131), to mean “to have an immediate and strong effect on something or somebody”. For this research, the term impacting referred to the immediate effect which training could have on public policy process in the civil service.

Professional competence: There are various approaches to and definitions of the concept of competence. According to Deist and Winterton (2005:36), while competence generally refers to functional areas, competency deals with behavioural areas. Definitions of competence may be designed (Eraut, 1994:160) for one purpose and serve quite a different purpose in practice, for example assumptions about the nature of professional knowledge. (Epstine & Hundert, 2002:226) define professional competence as “the habitual and judicious use of communication, knowledge, technical skills, reasoning, emotions, values, and reflections in daily practice for the benefit of the individual and community being served”. This study understood the concept as the competencies civil servants have in formulating potentially effective public policies and efficiently implement them.

Qualification: the European Quality Assurance in Vocational Education and Training (EQAVET) (2013) explains the word “qualification” as “the formal outcome (certificate, diploma or title) of an assessment and validation process which is obtained when a competent body determines that an individual has achieved learning outcomes to given standards and/or possesses the necessary competence to do a job in a specific area of work”. Farlex (2014) describes qualification as “a quality, ability, or accomplishment that makes a person suitable for a particular position or task”. In the Merriam-Webster Dictionary (2014), qualification is explained as “a special skill or type of experience or knowledge that makes someone suitable to do a particular job or activity”. In this research report, the term refers to attributes acquired through education and training, and proved by examination.

1.7 PRELIMINARY LITERATURE REVIEW

The preliminary literature review included information regarding education and training in the civil service and its impact upon public policy and administrative capacities in the public policy process, and the utilisation of scarce resources, particularly of human resources in the effort to achieve public ends. The review also included relevant legislation and policy documents on the training process in the civil service system, and power and duties of the legislative and executive branches of the FDRE in general and the Ministry of Civil Service in particular. Strategic plans and performance achievements of the public service, reports on panel discussions of

conference proceedings, policy documents and problems related to learning processes prevailing in the civil service were also considered.

During the preliminary literature review, it was determined that this research does not constitute a duplication of any previous research and that no previous research has been conducted to determine whether the curricula for public administration education and training programmes aimed at Ethiopian civil servants include modules on public policy and whether these offerings meet the requirements of the Ethiopian civil service.

1.8 RESEARCH DESIGN AND METHODOLOGY

Bearing in mind that the research objective was to determine whether the curricula for public administration education and training programmes aimed at Ethiopian civil servants include modules on public policy and whether these offerings and the geographical distribution of the hosting universities are adequate to meet the requirements of the Ethiopian civil service, it was necessary to select an appropriate research design (either empirical or non-empirical) to conduct the intended research (Babbie & Mouton, 2001:55).

1.8.1 Research design

As the unit of analysis for this research was the Ethiopian civil service, and because this civil service can be seen as a real-life object forming part of the so-called World 1 (Babbie & Mouton, 2001:84), the appropriate research design for this study seemed to be an empirical design, since an empirical design helps the researcher to understand reality through the collection of facts. In this case, the researcher aimed to understand the reality of the Ethiopian civil service through the collection of facts from various sources. The research objective mentioned under point 1.4 above implied that the research would focus on various aspects in the unit of analysis, namely –

- the nature of the Ethiopian civil service policy capacity (what does the Ethiopian civil service policy capacity look like?);
- the civil service orientation (legislation, policies and curricula) and

- civil service actions (how the civil service education and training modules on public policy meet the requirements of the Ethiopian civil service system).

A variety of units of observation (data sources) for this research project were consequently needed.

1.8.2 Units of observation

A considerable portion of the research material comprised scholarly literature, official calendars and curriculum documents. A literature survey of the most topical books and journal articles helped to provide insight into the various aspects related to education, training, policy capacity and the civil service in Ethiopia.

According to Van der Ven and Scherer-Rath (2005:35), the normative approach consists of norms and guidelines that help in guiding the individual's thoughts and actions. A normative approach is used to answer the question "what should be?" (Van Jaarsveldt, 2010:15) For example, "what should an education and training programme for Ethiopian civil servants look like to improve policy capacity in the Ethiopian civil service?"

Information about the Ethiopian civil service, education and training, Public Administration curricula and policy capacity were also collected from official documents, for example policy papers, Acts and Bills. This research relied heavily on the reading and analysing of official calendars or curriculum documents, books, journal articles and official documents. Accordingly, reading and analysing of text can be seen as the main research methods.

1.8.3 Research methods

This research made use of an extensive analysis of the content of curriculum documents, articles, books and official documents. The theoretical perspectives were thus obtained through a comprehensive review of these scholarly literatures. The requirements of the Ethiopian government for civil service education and training were established by way of a comprehensive review of official documents and information.

Content analysis is defined by Neuman (2000) in Van Jaarsveldt (2010:16) as –

a technique for gathering and analysing the content of text. The content refers to words, meanings, pictures, symbols, ideas, themes or any message that can be communicated. The text is anything written, visual or spoken that serves as a medium for communication. It includes books, newspapers or magazine articles, advertisements, speeches, official documents, films or videotapes, musical lyrics, photographs, articles of clothing, or works of art. Content analysis dates back nearly a century and is used in many fields literature, history, journalism, political science, education, psychology, and so on.

During the content analysis of curriculum documents and calendars of universities, all thirty-two universities in Ethiopia were analysed to determine whether they provided any public administration or policy education and training. A comprehensive Internet search was conducted to obtain relevant information, for example official calendars and curriculum documents. Where the curricula for public administration programmes were not available, the institutions were contacted by telephone to obtain the curricula currently being used. For the purpose of this study, “public administration education” referred to degree programmes while “public administration training” referred to non-degree programmes. The purpose of the content analysis was thus to determine whether modules (or any other offerings) related to public policy were included in the curricula as well as in the policy content of these offerings.

1.8.4 Ethical consideration

This research was done in a manner that ensured that ethical guidelines were always kept in mind and adhered to as required by the university. Although this research consisted of the analysis and review of scholarly literature, such as books and journal articles and curriculum documents, and did not include interviews and questionnaires, ethical guidelines in the reporting of facts and findings from literature were always adhered to.

1.9 CHAPTERS OUTLINE

Points summarised below will be discussed and analysed in their respective chapters as indicated.

Chapter 1 comprises the general introduction to the research consisting of the background to, rationale of, and motivations for the study; a preliminary literature review; statement of the research problem; objectives and aims of the research and its methods; and conceptual analysis with associated terminologies.

Chapter 2 provides a comprehensive overview of what the Ethiopian civil service looks like, how it functions and what it does. This chapter also looks at what policy capacity is and how policy was being used in the Ethiopian civil service at the time of this study, and why public policy is important. This chapter proposes a framework for assessing the applicability of public policy capacity building.

Chapter 3 explains what education and training are and what the roles of an education and training programme are as well as the advantages that education and training can have with regard to the public policy capacity of civil servants. This chapter also looks at how education and training can benefit any government, including the Ethiopian civil service.

Chapter 4 provides a comprehensive overview of the civil service education and training programmes in the People's Republic of China (PRC) and the United States of America (USA). The chapter briefly reports on the civil service education and training system and programmes in both countries and on public administration courses that include public policy. This helped the researcher to determine whether other countries also view public administration education and training with emphasis on public policy as important factors in strengthening policy capacity of their civil service as a major role player in the government, and that countries like Ethiopia can adopt the civil service education and training system to their civil service system.

Chapter 5 provides an overview of public administration education and training programmes being provided to Ethiopian civil servants, and also indicates the number and geographical distribution of universities in Ethiopia. This chapter also

provides information on programmes providing policy capacity to civil servants in Ethiopia.

Chapter 6 gives an overview and examples of public administration courses that include public policy knowledge and skills required by Ethiopian civil servants. This chapter reports on the public policy course content that is being used by universities in Ethiopia to teach public policymaking to undergraduate and postgraduate public administration students.

Chapter 7 makes recommendations as to what a proper training programme for Ethiopian civil servants should look like and indicates what should be included in such a training programme to improve policy capacity. This chapter includes an evaluation of the literature reviewed and the findings of the research.

1.10 CHAPTER SUMMARY

The chapter provided an overview of the research that will be undertaken in this thesis. Apart from the background to the study, the problems statement, aims and objectives was explained as well as the methodology that was used to complete this research. This chapter indicated that this the focus of the research will be on determining if the current policy education provided to civil servants in the Ethiopian civil service meets the requirements of the country. This will be done by determining if the curricula for public administration education and training programmes aimed at Ethiopian civil servants include modules on public policy and whether the number and content of these offerings meet the requirements of the Ethiopian civil service.

The next chapter will provide an overview of the Ethiopian civil service.

CHAPTER 2

OVERVIEW OF THE ETHIOPIAN CIVIL SERVICE

2.1 INTRODUCTION

The previous chapter provided an overview of the research that was undertaken for this thesis. This chapter provides an overview of what the Ethiopian civil service system looks like, its origin and basic characteristics, the systems that the civil service is currently using, and the qualities of a competent civil service.

Apart from the roles and functions of the civil service in Ethiopia, this chapter also shows how public policy is currently being used in Ethiopia and why public policy knowledge and skill are important in the Ethiopian civil service. Lastly, the chapter will look at the policy capacity in the Ethiopian civil service as well as the policy knowledge and skills that a civil servant should have.

This chapter relies heavily on the reading and analysis of books and journal articles. A literature study was done to get a clear understanding of the development, role and functions of the civil service and to get an overview of various authors' opinions about how a civil service system is structured, its features, roles and functions, and its capacity to participate actively in the process of public policy making.

2.2 OVERVIEW OF THE CIVIL SERVICE

In general, the origin of civil service dates back to the administrative system of traditional Chinese government, which gave its empire stability for hundreds of years and served as a model for the civil service system in Asia and the West (Encyclopaedia Britannica, 2012c). Van de Walle and Scott (2009:8) state that serving the public is what makes the government visible to citizens for citizens are directly in line with the government through the services the government provides. According to UNPAN (2012:8), the first true bureaucracies came about due to the desire and commitment of governments to provide services by monitoring the flow of water and supervising the distribution of water in great river valleys like that of the Nile, the Tigris and Euphrates, the Indus and the Yellow River. In the millennia that

have since passed, this remained the major task in the growing multiplicity of government functions. Modernisation required governments to change or evolve new forms of institutional management and supervision, motivation and remuneration.

Today, civil service can be described as a system that comprises functionally and structurally of interconnected components with specific characteristics and sets of rules (EROPA, 2004:5–25). These components usually include –

- human resource management, training and development;
- a policy-formulating/implementing agency;
- research and development in public administration;
- strategies for change management (O'Riordan, 2004:14);
- enabling legislation (Biggs & Helms, 2007:175) and ethical standards(Silva, 2005:311);
- performance management (Huque et al., 1998:98) and pay structure (Robinson, 1990:15);
- position classification;
- basic employment qualifications(Robinson, 1990: 184);
- recruitment and selection processes (J.Raid & Scot, 1994:68);
- working conditions;
- employee and retirement benefits;
- gender and age range distribution;
- civil service unions;
- office deployment; and
- civil service coverage

Apart from the civil service components as mentioned above, civil service can also be described in terms of being open and closed (Ramio & Salvador, 2004: 311). In a state where the civil service is open to its external environment and includes, for example, universities or professional training institutions, civil service posts remain open to people outside government. Therefore, in an open or position-based model of civil service, posts are filled through open competition between internal and external candidates and recruitment is allowed to mid-career jobs (Oda, 2009:100).

The civil service composition thus represents the type of society within which it is situated. A closed or career-based system allows only for those graduates of a specific civil service training school to enter that civil service. The system marks an elite group distinct from the rest of the society with a strong civil service ethos (Oda, 2009:100). An example of a civil service system model that explains both a closed and open system can be found in a number of countries around the world. Countries for example the United Kingdom (UK), New Zealand and Australia have a position-based system, while France, Belgium, Denmark and Norway have a career-based civil service system (OECD, 2008:4). Table 2.1 explains all the aspects related to an open and closed civil service system.

Table 2-1: The civil service system model

		System of civil service			
		Closed or career-based system		Open or position-based system	
I	Conditions for access	A	Recruitment only to entry positions	1	Recruitment also to mid-career jobs
		B	Specific diplomas and/or education for specific careers	2	No specific diplomas and/or education for a specific career, but specific skill sets as per requirements for the specific post
		C	Training and/or probation period at the beginning of the career	3	No training period and/or stage at the beginning of the career
II	Career development	D	Set promotion system	4	No promotion system
III	Employment	E	Lifelong employment	5	Employment on a contractual basis as in the private sector; no life-time job
IV	Remuneration system	F	Statutory scheme	6	Collective agreement/individual pay
V	Pension system	G	Statutory scheme	7	Collective agreement
VI	Labour legislation	H	Specific legislation regulating the participation of unions in the decision-making concerning civil servants' working conditions	8	Civil servants' working conditions are set through negotiations between the authorities and the unions and laid down in collective agreements

Source: Oda (2009:101)

In Table 2.1 above, it is clear that, among other factors, the nature of career development, conditions for access and the nature of employment determine a civil service system to be closed or open and career- or position-based. Morgan and Perry (1988:84) describe the civil service system as “mediating institutions that mobilize human resource in the civil service affairs of the state in a given territory”. The system could be identified by using different models as open or position-based, and closed or career-based when viewed from the human resource management perspective (Ramio & Salvador, 2004:313). In an open or position-based model of

civil service system, posts are filled through open competition between internal and external candidates and recruitment is allowed to mid-career jobs (Oda, 2009:100).

Accordingly, the civil service, by its nature, substantially varies among countries, policy sectors and levels of government (Van den Berg & Toonen, 2007:101). As discussed by Halligan (2003:195–211), external relationships of the civil service with the society and political executives, its internal features and patterns of change can be used as the basis for reviewing systems of civil service in different countries. According to this view, the patterns of change in the civil service may be seen in terms of its historical development, and its internal features are reflected in the civil service active participation in the process of public policy making and through the processes of job analysis and design, staffing, job security, reward structure and rules. Measures designed to gain greater influence over civil servants, the way and nature of civil service representativeness, and the significance of society relative to state institutions designate relationships of the civil service with its external environment.

With regard to the civil service system explained above, it is clear that Ethiopia has a closed system. The closed career-based model, which the Ethiopian civil service system followed at the time of the research (MCS, 2008:38), makes the standard of civil service appointment rigorous and allows for internal promotions and lifelong employment (Oda, 2009:100).

Regarding an open or closed system, Oszlak (2001:1) states that a civil service system implies a set of rules dealing with the conditions whereby the state ensures the availability of civil servants with the skills and attitudes to perform the tasks involved in discharging the role of civil society in society efficiently. According to UNPAN (2012:3–5), the characteristics of a competent civil service, include the following:

- merit-based and politically neutral appointments;
- well-structured, “right-sized”, and well-paid staff;
- accountable and professional services, free of corruption;
- relatively autonomous, responsive and representative institutions; and
- well-trained, performance-oriented staff within a relatively open system.

Governments today are structured in such a way that they comprise of civil servants with the ability and power to influence the formulation and execution of public policies (Xiaoqi, 2012:1) and whose behaviour in their relationships with politicians and the public is shaped by the same system (Horton, 2011:32). Governments, therefore, pre-require professionalisation and the search for social responsiveness and societal support in the public policy process, which as a modernisation agenda, greatly influences dimensions of the policy capacity of the civil service system (Brans & Vancoppenolle, 2005:164, 175).

In the next section, the origin and characteristics of the civil service in Ethiopia are discussed.

2.3 ORIGIN AND CHARACTERISTICS OF CIVIL SERVICE IN ETHIOPIA

The country of Ethiopia has its own distinctive institutional features and traditions that determine the functional and structural development and characteristics of its civil service. The making of its modern statehood goes back to “the mid-nineteenth century when different regions were gradually reintegrated to form the nucleus of a modern state by strong monarchs” (FRDLC, 1991:38). Of these monarchs, it was during the reign of Emperor Minilik II (1889–1914) that the modern administrative system in Ethiopia was established with the formation of the first cabinet on 25 October 1907 (Marcus, 1994:110). The cabinet comprised of ministries of war, justice, pen (performing duties and responsibilities related to state public relations), finance, commerce and foreign affairs, agriculture, public works, and the ministry of the imperial court (Zewdie, 1991:153). There was no specific administrative agency to deal with public human resources as the council was intended to strengthen the imperial foundation, expand the power of the sovereign and ensure the continuity of the imperial state (Zewdie, 1991:153). The ministers were members of the Emperor’s trusted advisors and confidants. They were not up to date enough to run the modern ministerial agencies as they lacked proper education and training in modern public administration other than war-time and traditional leadership skills. A year later, in achieving these objectives, the Emperor introduced, among others, the first

educational institution in his name Minilik II School in the capital city, Addis Ababa (Adejumobi, 2007:33).

The last monarch after Emperor Minilik, Hailesilassie I, also pushed forward the agenda “to educate the elite as he believed that the effect of education would transform his feudal empire into a modern state” (Marcus, 1994:160). He attempted to strengthen the national government by introducing a new generation of educated Ethiopians into new and enlarged ministries (FRDLC, 1991:52). The first written Constitution for Ethiopia was introduced and a bicameral legislature with a senate and a chamber of deputies was established for the first time in the history of the country during the reign of Emperor Hailesilassie in 1931 (Adejumobi, 2007:54). This and the revised Constitution of 1955 provided for the establishment and growth of ministries to execute new state policies. The Emperor was both head of state and government with all powers to decide upon the duties and responsibilities of the ministries, appoint and dismiss ministers and their deputies. The personnel administration of all other government officials was dealt with through regulations made by the cabinet and approved and proclaimed by the Emperor (Hailesilassie 1955:11). The Emperor also introduced major structural reforms that included professionalisation of the bureaucracy, and ordered for the establishment of the first administrative agency, the Central Personnel Agency (CPA), responsible for governing the state civil service with general rules and regulations, and entrusted with the most technical work of personnel administration (Paulos, 2001:80). The agency regulated the recruitment and selection of personnel for employment, promotion and transfer that took place through competitive examination (Paulos, 2001: 85). The agency also kept personnel records of all employees in the civil service. It planned, organised and carried out training programmes for all levels of the civil service through seminars, conferences, lectures, and correspondence courses (Afework, 1969:75). The training programmes were conducted by the Imperial Ethiopian Institute of Public Administration (IEIPA), an institution established to organise the CPA and to support the civil servants with training as the need arose (Afework, 1969:82). Both agencies were poorly staffed with educated personnel, and rules and regulations approved to process major functions that were

related to human resource management were frequently abused by the ministers and other high officials (Afework, 1969:64–74).

With the end to the imperial administration in 1974, the political system and economic structure of Ethiopia were dramatically changed towards a socialist system where the activities of the country were to be guided through a central plan (Ofcansky, 2004:163). Consequently, a planning commission, later the Office of the National Council for Planning (ONCCP) chaired by the head of state, Colonel Mengistu Hailemariam, was given the power and responsibility to prepare the directives, strategies and procedures for all plans (Ofcansky, 2004:163). The human resource plan and implementing procedures were, thus, made and approved, by the Office of National Council for Planning (ONCP). The agency recruited graduates from colleges and universities into the civil service and most bureaucrats who had served the Emperor were allowed to remain at their posts. Army officers were appointed in every ministry to monitor activities of the bureaucrats. Yekatit 66, an ideological school named after the month (*Yekatit*, which means February in the English language), and 66 (which indicates the year 1966 in the Ethiopian calendar when a change in regime occurred), was established in 1976 to train people in the civil service in the Marxist–Leninist doctrine and to encourage and monitor their political education and productivity (Ofcansky, 2004:231–236). The imperial CPA was also renamed the Public Service Commission (PSC) with a new organisational structure (MCS, 2007:14). It was, however, highly politicised to the extent that it routinely by-passed the basic laws it established to support its own system (Taffesse, 2008:397).

The ADB (2009:4) reports that the quality of the Ethiopian public administration during the times of both the imperial and military regimes was characterised by “a highly centralized and control oriented civil service”. Ministers in both regimes were responsible for every act done in their respective ministerial administrative agencies. Employees’ arbitrary dismissal, punishment without inquiry and promotion without competition, irrespective of personnel administrative rules and regulations, were common features in all ministries.

The civil service was decentralised with the formation of a federal parliamentary form of government after the socialist system had collapsed in 1991. The country was restructured into nine states along the ethnic origins of the Oromo, Amhara, Tigray, Afar, Benshangul, Gumuz, Gambela, Somali and the Southern Nation, Nationalities and Peoples State (comprising peoples of various ethnic origins other than those mentioned) (HPR, 1995a: 113). The states adopted their own Constitution and had their own legislative, executive and judicial powers (HPR, 1995a:105). Accordingly, each state established a state civil service administrative agency. The federal capital, Addis Ababa, and the city of Dire Dawa were given self-administrative status and have instituted their own civil service agencies (HPR, 1997:613; HPR, 2004:2808). The federal civil service administrative agency should provide the necessary support and advice to state agencies in the formulation and implementation of civil service administrative rules and regulations as the agencies are poorly organised in terms of the required trained personnel and limited resources (HPR, 2010:5630).

The Ethiopian civil service can furthermore also be classified as having a closed career-based civil service system (MCS, 2008:38) that makes the standard of civil service appointment rigorous and allows for internal promotions and lifelong employment (Oda, 2009:100). Ethiopia is a country with a long history of absolutist or despotic political regimes that strongly emphasise the principle of equal access based on merit and implementation through formal and fixed regulations. Accordingly, the government of Ethiopia declares a vacant position in the civil service to be “filled only by a person who meets the qualifications required for the position and scores higher than other candidates” (HPR, 2007:3540). The recruitment procedures set up in the system, therefore, attempt to practice the principle of the right to equal access whereby every citizen has a right to public employment, provided that he/she meets the general requirements established by law as well as the specific requirements set out in the vacancy notice (Cardona, 1998:2). The procedures are distinct between external and internal recruitment. External recruitment emphasises new entry and is open to every person meeting the general requirements displayed in the vacancy notice, while internal recruitment is restricted to civil servants already in office, and is used mainly as a way of

promotion. Promotion is given for the purpose of enhancing organisational performance and motivating civil servants (HPR, 2007:3544). The Ethiopian civil service recruitment procedure requires candidates for mid-career and above posts to hold a relevant degree or academic credentials and to sit for an entrance exam (Cardona, 1998:3).

The performance of the federal civil servants is legally based on a comprehensive and detailed piece of legislation, Proclamation number 515 of 2007. The proclamation states (HPR, 2007:3537–3571) that civil servants and government institutions should comply with the following;

1. Government institutions in Ethiopia should:
 - 1 decide their structure and staffing to ensure positions of equal value have equal base pay (Articles 4 and 7);
 - 2 prepare and execute human resource plans based on which vacancies have to be filled and ensure that a person who meets the qualification required and scores higher than other candidates be appointed (Articles 12 and 13);
 - 3 determine the regular working hours of civil servants, their annual and other leaves, and medical benefits (Articles 32–46);
 - 4 ensure the safety of civil servants and provide them with protective devices and instructions on the usage, which they are obliged to observe (Article 48);
 - 5 ensure that civil servants receive the necessary training and furnish information thereon to the Ministry of Civil Service, which prepares the civil service training policy, submit it to the Council of Ministers, and supervise its implementation up on approval (Article 58);
 - 6 according to Article 57 of the proclamation, the objectives of the Ethiopian civil service training are to improve the capacity of civil servants and attain better performance or to prepare them for higher responsibility based on career development;

- 7 manage personnel records containing all relevant information regarding each civil servant to which only he/she and the authorised staff have access to in order to review and copy (Article 59). The Ministry of Civil service organises the civil servants' human resource database at national level, and every government office have a duty to send information to this database (Article 60);
- 8 Investigate disciplinary charges against civil servants and take measures irrespective of any court proceedings or decisions, and establish a grievance handling committee to handle grievance inquiries and submit recommendations to the head of the institution that makes the final decision in any case (Articles 72 and 73).

2. Civil servants in Ethiopia should:

- devote their abilities to the service of the public, perform government policy efficiently, and observe civil service laws and regulations (Article 61);
- take medical examination, with the exception of HIV/AIDS, when required on sufficient grounds related to the service at the monetary expense of the institution (Article 63);
- handle and use equipment and materials provided to them by the government institution to carry out their duties properly, and be liable for any damage or loss caused by negligence or intentional acts (Articles 64 and 65);
- be suspended or dismissed from duty if they have committed an alleged offence against government material resources, and moral and public trust towards civil servants (Article 70);
- may appeal to an administrative tribunal established to hear, litigate and decide cases brought to it (Article 74);
- may terminate their services on the grounds of inefficiency, force majeure situations, retrenchment, disciplinary measures, retirement, illness, death, and/or resignation (Articles 78–86).

3. The Ministry of Civil Service supervises the implementation of civil service laws, regulations and directives issued (Article 92).

As mentioned above in this section, Ethiopia has a closed civil service system with government institutions, and civil servants are regulated and guided by proclamation 515 of 2007. Promotion and transfer of jobs within the service are based on merit and assessment through an appraisal system (MCS, 2008:1). Recruitment takes place externally for hiring and internally for promotion and transfer based on the skills or competencies associated with specific position or area of work. Sometime, however, appointments are based on nepotism or political influence with all ministers and almost all senior officials from the ruling political party. Policy decisions are for the Council of Ministers, as advised by the ministry concerned to the issue raised, and responsibility to parliament rests only with the council (HPR, 1995a:28).

Since 2005, the number of civil servants in Federal Ethiopia has increased to 854 316 (MCS, 2012:4), which results in one civil servant for every one hundred citizens. This number is therefore too small in terms of ratio for the entire population of about 85 million (PCC, 2007: 25), specially when compared to other African countries like Mauritius (1:22), and Egypt (1:12) (MCS, 2007:3). Constitutionally, these civil servants are servants of the Ethiopian nation, nationalities and people whose powers are exercised by government and its Council of Ministers. Therefore, the civil service has no constitutional responsibility apart from the government of the day. The number of civil servants employed in the regional states constitute 789 078 or 92.36% of the country's total number of civil servants (MCS, 2012:4). The large number of civil servants in the regional states can be ascribed to decentralisation of civil services among regional states in the desire to provide the public with basic services like shelter and health in its vicinity (Junedin, 2012). Accordingly, more populous and densely populated states require more service provision and hence more civil servants (see Table 2.2).

Table 2-2: Relationship between government service recipient size/density and the number of civil servants in Ethiopia

State	Population						Area in km ²		Pop. density	Civil servants		Ratio
	Male		Female		Total		Number	%		Number	%	
	Number	%	Number	%	Number	%						
Oromia	15 761 997	50.37	15 532 995	49.63	31 294 992	37.16	284 537.84	27.88	110	273 488	32.01	114
Amhara	9 461 005	50.15	9 404 997	49.85	18 866 002	22.40	154 708.96	15.16	122	170 951	20.01	110
SNNP	8 640 005	49.77	8 719 003	50.23	17 359 008	20.61	105 887.18	10.37	164	169 133	19.80	103
Somali	2 863 994	55.62	2 284 995	44.38	5 148 989	6.11	279 252.00	27.36	18	23 805	2.79	216
Tigray	2 425 997	49.21	2 504 002	50.79	4 929 999	5.85	41 409.95	4.06	119	60 129	7.04	82
Addis Ababa	1 449 002	47.65	1 592 000	52.35	3 041 002	3.61	526.99	0.05	5771	39 554	4.63	77
Afar	892 998	55.71	709 997	44.29	1 602 995	1.90	72 052.78	7.06	22	15 931	1.86	101
Benshangul	499 004	50.81	483 000	49.19	982 004	1.17	50 698.68	4.97	19	16 368	1.92	60
Dire Dawa	194 000	50.13	193 000	49.87	387 000	0.46	1 558.61	0.15	248	6 250	0.73	62
Gambela	200 998	52.07	184 999	47.93	385 997	0.46	29 782.82	2.92	13	8 819	1.03	44
Harari	106 000	50.48	104 000	49.52	210 000	0.25	333.94	0.03	629	4 650	0.54	45
State level										789 078	92.36	
Federal level										65 238	7.64	
Total	42 495 000	50.46	41 712 988	49.54	84 207 988	100	1 020 749.75	100	83	854 316	100.00	99

Source: CSA (2012:3–31), MSC (2012:2–3) and Mussa (2005:6)

From the table above, it is clear that states with a high number of citizens and high population density, like the States of Oromia and Amhara and Southern Nations, Nationalities and Peoples (SNNP) have the highest number of civil servants. Least populous but densely populated states, like Harari, populous but sparsely populated states like Somali, and least populous and sparsely populated states like Afar have fewer civil servants. Nevertheless, the least populous states are better served than those states with a greater number of population and civil servants since the ratio of population to civil servants in the least populous states on average (1:62), by far exceeds that of the ratio in those of the populous states (1:129).

Upon entry into a government office, civil servants are expected to take an oath of fidelity to “serve the people and execute government policy, and to respect at all times the Constitution and the laws of the country” (HPR, 2007:3542). This implies that the civil service should serve the government of any political outlook under the Constitution. From the above it can be deduced that the accessibility of public policy capacity building interventions are, inter alia, determined by the number and size (area) of the distinct geographical area (state), the population density of a geographical area, and the number of civil servants in a geographical area. The role and function of the Ethiopian civil service are discussed next.

2.4 ROLE AND FUNCTION OF THE ETHIOPIAN CIVIL SERVICE

The civil service is in charge of carrying out functions, which usually involve proposing or advising on public policy issues, coordination and monitoring of their implementation, and the management of training for civil servants (Trendafilova, 2008:2). A civil service has four main functions, namely “advising government ministers on policy matters; managing the use of government resources; making decisions in the name of their ministers; and carrying out the day-to-day administration of government departments” (Pilkington, 1999:2). In performing such functions, a professional civil service system relies upon mechanisms and institutions that are able to set up and assure the application of best public personnel management practices (Group for Legal and Political Studies, 2012:4). Accordingly, a consolidated institutional arrangement for regulation and supervision of the personnel management in the Ethiopian civil service is defined in primary legislation (HPR, 2010:5638). This function of the civil service in the federal state involves the relationship and division of roles between an administrative agency with central civil service management capacity, the Ministry of Civil Service (MCS), and other individual ministries responsible for employing and administering civil servants in their jurisdictions (HPR, 2010:5638).

The MCS is accountable to the Prime Minister and the Council of Ministers (HPR, 2010:31) and has the power and duty, among others, to (HPR, 2010:38–39):

- initiate civil service policies and laws, prepare its plans and budgets, to implement these upon approval by the Council of Ministers or parliament as required, and to ensure their enforcement;
- undertake study and research, and capacity building activities;
- provide assistance and advice to regional states, and provide coordinated support to the state designated eligible for affirmative support;
- ensure that the recruitment and selection of employees of the federal civil service are effectively based on a merit system, and that a competence- and

performance-related pay and reward system and a competent and effective civil service be established;

- monitor and ensure the proper enforcement of civil service administrative laws since every ministry is responsible for the recruitment of its employees and the MCS plays the role of a regulatory body in such recruitment processes by the individual ministries; and
- issue general criteria on education and work experience necessary for civil service positions.

Each ministry in the Ethiopian Council of Ministers is expected to submit periodic performance reports to parliament after the head of government and the council have gone through (HPR, 2010:5618) it. It is the duty of civil servants to prepare such and other ministerial briefs. The civil service plays a major role in helping the ministry for which he or she works to initiate policies and laws, carrying out and coordinating their execution, and guiding legislations through parliament (HPR, 2010:5638). In 2010, Ethiopia had government departments which included the following twenty ministries (HPR, 2010:5629):

- | | |
|-------------------------------------|---|
| • National Defence | • Communications and Information Technology |
| • Federal Affairs | |
| • Foreign Affairs | • Urban Development and Construction |
| • Justices | • Water and Energy |
| • Civil Service | • Mines |
| • Finance and Economic Development | • Education |
| • Agriculture and Rural Development | • Health |
| • Industry | • Labour and Social Affairs |
| • Trade | • Culture and Tourism |
| • Science and Technology | • Women, Children and Youth Affairs |
| • Transport | |

Each of these ministries has common powers and duties, among others, to undertake capacity building activities, commence studies and research, and collect,

compile and disseminate information (HPR, 2010:5604). Each ministry also has specific powers and duties pertinent to its need for establishment, to initiate policies and laws, prepare plans and budgets, and implement these after approval by parliament or the Council of Ministers as required (HPR, 2010:5630–5661). Linking to this are public policy and law making, two important aspects in Ethiopia.

2.5 PUBLIC POLICY AND LAW MAKING IN ETHIOPIA

Generally, policy making is the process by which governments translate their political vision into programmes and actions to deliver desired change (ICS, 2008:4). Anderson (2011:3) describes policies developed by governmental bodies and officials as “public policies”. What makes these policies ‘public’ (Brikland, 2001:4) is the coercive powers of the state that facilitate the process by which choices and outcomes or actions of particular decisions are made. Public policy, for Brikland, is therefore a response to a perceived societal problem. A policy making process involves understanding the broader context, as elaborated by Jann and Wegrich (2007:44), identifying the problem and putting it on the agenda; developing, adopting and implementing policies; and assessing policies against their effectiveness and efficiency. Public policies enacted in such a process guide socio-economic and political decision-making and thus determine which services will be provided to the public and the level of those services, which kinds of development will occur in the state, and what the country’s future will be (MRSC, 1999:1). The Northern Ireland civil service (ICS, 2008:7), in discussing the characteristics of good policy making states that for policy making to be effective, civil servants involved in policy development need to be familiar with relevant laws and practice, understand the views of key stakeholders, and have the capacity to design implementation systems. They must understand the priorities of the relevant minister and the way policies work out in practice, the way organisations are structured, and processes and culture that influence the policy making process.

A public policy sets out what a government agency visualises to attain and the ways and instruments it will apply in due process. A government agency often identifies new laws that are needed to achieve these objectives and implement the policy. In

doing so, the agency drafts the required law. Hence, laws derive their validity from the authority that their respective makers possess (Partington, 2011:31). Accordingly, laws made by the organ of government with an inherent constitutional power to do so are categorised as primary legislation and reside on top of the hierarchy (pyramid) as can be seen for example in Figure 2.1. Laws made by those bodies with delegated power from the legislature are classified under secondary legislation. Such legislation is required because it required because they contain necessary details for the implementation of the primary legislation (Tesfaye, 2008:110). According to HPR (2014), proclamations enacted in the years 1996 to 2012 number 774, and 147 or 19% of the proclamations got amended within the same period. Lack of trained civil servants among other factors contributed to this high frequency and number of amendments in effect.

Ethiopia is a federal state with a parliamentary form of government having a clear differentiation between the head of the state (the president) and the head of government (the prime minister) (HPR, 1995a:71 & 74). In such a political system, the prime minister is the chief executive and, together with the cabinet, exercises executive power or has the authority to form and implement policies and programmes. He/she is usually the leader of the political party that wins the majority of votes in the legislature, either assuming the post automatically or getting elected by the legislature (Macasaquit, 2006:1).

The central feature of a parliamentary political system emanates from its nature to establish the executive from within the legislature and making it responsible to the parliament (Winfield et al., 2004:425). Within a parliamentary government, the legislative and executive functions overlap, as the members of the executive organ, the ministers, are drawn by the prime minister from the parliament. The fusion serves to facilitate the exercise and coordination of governmental powers and functions to formulate desired policies and implement programmes of government (Hogwood & Roberts, 2003:125) The success of this fusion depends largely, though, on the reform of the country's political party and electoral systems (Macasaquit, 2006).

In this political system, the Constitution grants the parliament legislative power (Yusuf, 2014:219). The parliament passes legislation and decides on whether it has

agreed on the proposed laws to become law. Gerring (2008:19), in the theoretical debate over systems of government, concludes that the parliamentary system leads to better governance because it possesses strong political parties and corporatist interest organisation; exercises tighter principal–agent relationships within the various arms of the bureaucracy, electoral accountability; and enjoys the capacity for flexible policy making, a more institutionalised political sphere, and decisive leadership.

The Constitution of Ethiopia grants both the federal government and the states with legislative, executive and judicial powers (HPR, 1995a:101). It identifies (HPR, 1995a:102) the legislative body as the House of Peoples' Representatives (HPR), and is the highest authority of the government of FDRE responsible to the nation, nationalities and people of the federal state. The HPR is the sole legislator on matters that underlay the federal jurisdiction, which implies the fact that responsibility for approving all new or amended federal legislation lies with this chamber.

The highest executive powers of the government of FDRE are vested in the prime minister and in the Council of Ministers, both of which are responsible for the HPR. The council has the power to formulate and implement federal policies and strategies and to declare a state of emergency (HPR, 1995a:121). It also enacts regulations pursuant to powers vested in it by the HPR.

The State Council, in its part, is the highest organ of state authority with the power to draft, adopt and amend the state Constitution where it is inconsistent with the provisions of the federal Constitution, and make legislation on matters falling under its jurisdiction (HPR, 1995a:112). The state administration constitutes the highest organ of executive power, and the federal Constitution expects both federal and state structures to respect the powers of one another (HPR, 1995a:108).

In the Federal Democratic Republic of Ethiopia (HPR, 1995a:9), sovereignty of the people is expressed through the federal Constitution, which identifies and delimits the highest authority of the FDRE government to be accountable to the people. The Constitution allows no organ of the state and nobody in the country to alter any of its content and/or structure unilaterally but ensures obedience to its entire observance (HPR, 1995a:102). The sovereign (the Ethiopian nations, nationalities, and peoples)

is therefore at the top of the hierarchy followed by the organ composed of its direct representatives at both federal and local levels. The executive is accountable to these representatives (HPR, 1995a:125).

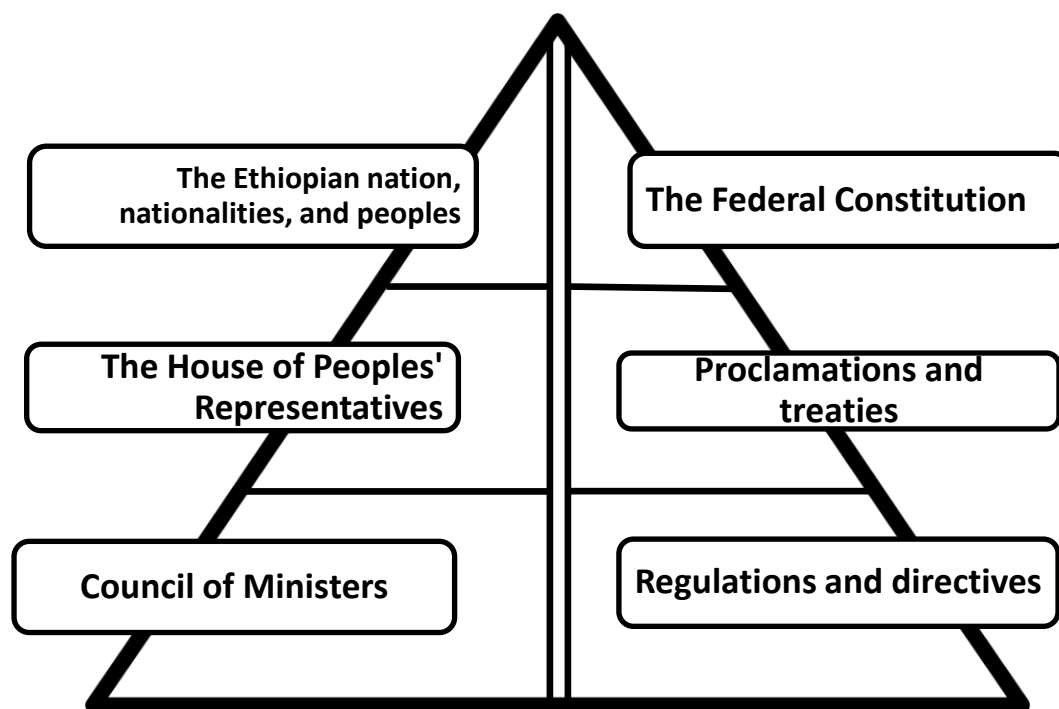
The order of importance of laws is related to the order of importance of state organs that make laws (Tesfaye, 2008:110). Laws have a hierarchal arrangement as some laws carry more weight than other laws depending on their sources, which implies the hierarchies the law-making bodies possess in the government (McConnell, 2010:36). Hence, the federal Constitution as adopted by the sovereign is the supreme law of the land (HPR, 1995a:79), with the subordinations of federal statutes and state Constitutions as they are adopted by the federal parliament (HPR, 1995a:109) and the peoples of member states (HPR, 1995a:108) respectively. Regulations and directives formulated and conducted by the federal executive (HPR, 1995a:123) are found at the bottom of the hierarchy of Ethiopian federal laws. On the left-hand side, Figure 2.1 indicates the hierarchy of laws with their corresponding law-making bodies in Federal Ethiopia, namely:

- the Ethiopian nation, nationalities and people who adopted the federal Constitution and thereby established the federal and democratic state structure (HPR, 1995a:76–77) at the top of the hierarchy;
- the HPR, being directly elected by the Ethiopian nation, nationalities and people (HPR, 1995a:109), which has the power of legislation (proclamations and international treaties) (HPR, 1995a:110) that do not contravene the Constitution (HPR, 1995a:79) and thus can be found in the middle of the hierarchy;
- the Council of Ministers is at the bottom of the hierarchy as it is responsible to the HPR (HPR, 1995a:120), and enacts regulations pursuant to the powers vested in it by this chamber of the government (HPR, 1995a:124);
- On the right-hand side of the pyramid, Figure 2.1 shows the laws in their hierarchical order: the federal Constitution, which is the supreme law of the land, duly observed and obeyed by all as it is adopted by the sovereign (the Ethiopian nations, nationalities, and peoples according to the FDRE Constitution), is at the

top of the hierarchy and any law, customary practice or decision which contravenes it has no effect (HPR, 1995a:79);

- proclamations and international treaties as laws, are adopted and ratified by the direct representatives of the sovereign, and are meant to ensure the observance of and obedience to the Constitution (HPR, 1995a:79, 110), placing them at the secondary level in the hierarchy of laws; and
- regulations and directives, which are enacted by the Council of Ministers to enforce proclamations and treaties, are at the bottom of the hierarchy.

Figure 2-1: Hierarchy of law-making bodies (left) and laws (right) in Federal Ethiopia

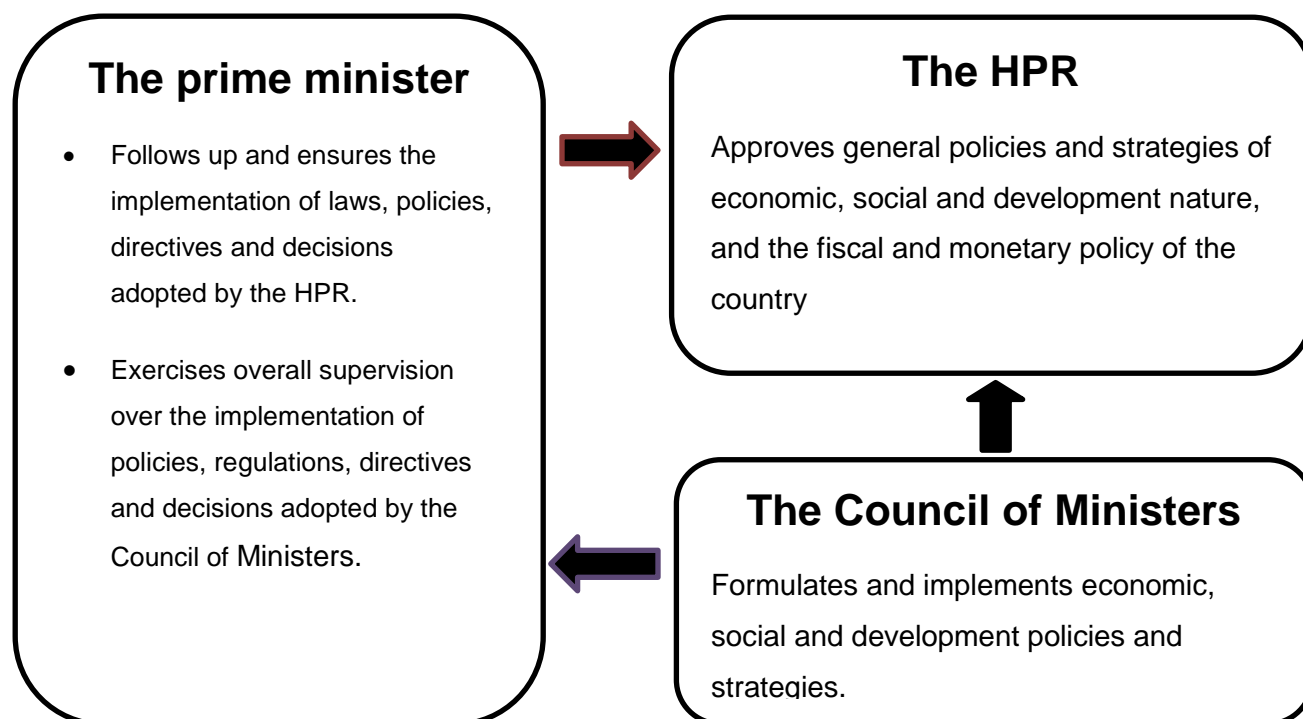


Source: Adapted from the FDRE Constitution (HPR, 1995a:79, 108–109)

In Figure 2.2 below it can be seen that the Council of Ministers, headed by the prime minister, formulates and implements economic, social and development policies and strategies and submits it to the HPR for final approval. The prime minister will follow up and ensure the implementation of laws, policies, directives and other decisions adopted by the HPR, and exercises overall supervision over the implementation of

policies, regulations, directives and decisions adopted by the Council of Ministers (HPR, 1995a:122–123). Figure 2.2 explains the public policy and law-making process currently being used in Ethiopia.

Figure 2-2: Public policy and law-making process in Federal Ethiopia



Source: Adapted from FDRE Constitution (HPR, 1995a:122–123)

In Figure 2.2, it is clear that the Council of Ministers is a principal body with the right to initiate all laws, and with exclusive power to propose draft financial laws. In addition, the Council of Ministers has the power to initiate and submit drafts on a declaration of war to the HPR, and the latter may declare a state of war if necessary. Other bodies like the House of Federation, the Federal Supreme Court, and other governmental institutions that are directly accountable to the HPR have the power to initiate and submit drafts on matters that fall under their jurisdiction. The Speaker, the committees and members of the HPR may also initiate laws, for example laws on the HPR working procedure and members' code of conduct, and a definition of powers and duties of the executive organs (HPR, 2006:3248).

A draft law would be submitted to the HPR through the Speaker after it has been written and if it is supported by the signatures of at least twenty members of the HPR, including that of the initiator (HPR, 2006:3248).

Deliberations, the second step in the process of law making, are conducted in three phases of readings (HPR, 2006: 3215). In the first reading, the Speaker presents the summary of the draft law and opens the floor for deliberation on the content of the draft law in general. Upon winding-up of the deliberations, the draft law will be numbered and referred to the concerned committee. The HPR has organised standing committees accountable to it to deal with the affairs of capacity building, trade and industry, rural development, natural resources and environmental protection, infrastructure development, the budget and finance, legal and administrative matters, foreign affairs, defence and security, women, information and culture, the social and pastoralists affairs (HPR, 2006:3257). The concerned committee having received a draft law, subsequent to the first reading, itemises the matter on its agenda, and gives notice for hearing, invites persons and bodies directly concerned with the matter, and arranges public opinion-collecting forums to comment.

During the second reading of the draft law, the leadership or representative of the pertinent committee submits and reads its report and recommendations to the HPR after twenty working days of inspecting the draft law referred to it, in accordance with the orders forwarded by the Speaker, unless the draft law to be passed is urging for an immediate enactment. The Speaker opens the floor for discussions on the recommendations made by the committee, and members of the HPR will then discuss the report and recommendations regarding the draft law presented to them thoroughly, and provide suggestions or pass final decisions (HPR, 2006:3248).

The third reading phase takes place when the draft law is referred to the pertinent committee for further scrutiny by the HPR for a final decision. Upon completion of scrutinising the draft law, the committee that received it for the second time reads out the amended version and its final decision to the HPR. The HPR, after a thorough discussion, decides on this final proposal (HPR, 2006:3249).

Final decisions on adoption of the draft law are made in the presence of more than half of the members of the HPR and by a majority vote of those present and voting (HPR, 2006:3248).

After the final decision on the draft law, the Speaker transmits the draft to the head of state for signature suggesting that it has been discussed and approved by the HPR.

The head of state in the Federal Democratic Republic of Ethiopia is the president. He/she is nominated as a candidate from among the deputies of either chamber of the parliament and is elected as a president by the HPR. After the election has been completed, the seat which has been occupied by the electorate would be left vacant. It is with the agreement passed in a joint session of the HPR and the House of Federation that the presidency gets approval (HPR, 1995a:119), in which case these Houses can also withdraw their approval if found negating the interests of the people they directly represent, as the HPR is the highest authority of the FDRE government and responsible to the people (HPR, 1995a:105).

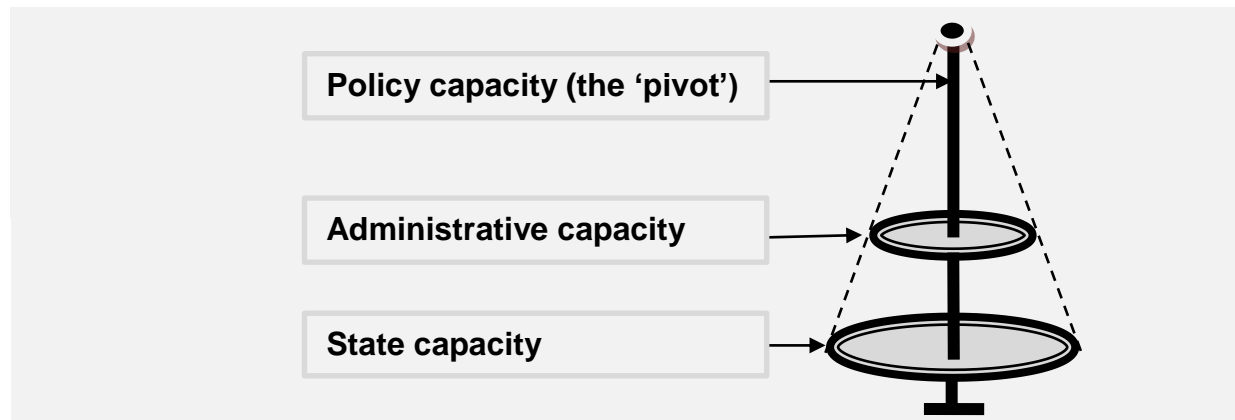
The parliament (HPR and HF) elects the head of state, the President, who is therefore expected to sign a law submitted to him/her within fifteen days of submission of laws deliberated upon and passed by the people through its direct representatives, the HPR. The decision will take effect with technical correction, where deemed necessary, undertaken by the Speaker of the HPR if the president declines to sign within the days described (HPR, 2006:3244).

In the final step of the law-making process, the Speaker assigns a number to the ratified law, after which it is published in the working language of the FDRE government and in English. The publication will be made known through print media, specifically the *Federal Negarit Gazeta*, which is the official federal government law gazette for the publication of all Federal laws, and all federal or regional legislative, executive and judicial organs as well as any natural or juridical person are expected to take judicial notice of the law (HPR,1995b:42). However, for all these processes to take place, legislative and policy knowledge and skills are required.

2.6 POLICY CAPACITY IN THE ETHIOPIAN CIVIL SERVICE (ECS)

The capacity to govern the public as described by Cheung (2004:19), includes the capacity of government to manage resources and to formulate, implement and enforce sound policies that are performed by such government's capacity at policy, state and administrative levels, which are mutually supportive and form the building blocks for effective governance. According to Painter and Pierre (2005:3), the three concepts of policy capacity, administrative capacity and state capacity are interdependent components of governing capacity, and policy capacity (intellectual choice) can be seen as a pivot around which the administrative capacity (effective resource management) and state capacity (appropriate outcomes) revolve (see Figure 2.3 below). Cheema (2004:1) further emphasises that the more governments grow and extend into the economic and social life of the populace, the greater the impact of public policy making on the well-being of ordinary citizens will be.

Figure 2-3: Levels of governing capacity



Source: Adopted from Painter and Pierre (2005:3–5)

Accordingly the Ethiopian government “has articulated ‘democratic developmental state’ as its policy to take centre stage in Ethiopia” (Fiseha, 2014), and that it attempts to play a key role in the process of structural and economic transformations (Sehen & Tesfaye, 2012:4;Teshome, 2012). Accordingly, the state needs have the required policy and

state (strategic) capacities, and administrative (organisational and technical) capacity attained through building a strong civil service (ETU, 2013).

The public relies on the civil service to respond to its changing demands. However, to be able to respond to these demands, policy capacity and professionalisation are required by the civil service. Professionalisation, in terms of policy making process in the Ethiopian civil service (ECS), is still in its beginning stage. It was only since the launching of the Civil Service Reform Programme in 1994 that the performance incompetence of civil servants was mentioned for the first time since the Imperial era (Adebabay, 2011:6). This was further emphasised when the Ethiopian Growth and Transformation Plan (GTPE) was launched in 2010 that called for superior organisational performance through the mobilisation of professional employees, including those in the civil service (Adebabay, 2011:9). Furthermore, Table 2.3 below indicates that the majority of civil servants do not have professional status and they are not all graduates since only 20% of the federal civil servants hold degrees (MCS, 2012:4–6).

Table 2-3: Professional qualification levels in the Ethiopian Federal Civil Service (EFCS)

No	Educational qualification level	Number of qualified federal civil servants (%)					
		Male		Female		Total	
		#	%	#	%	#	%
1.	PhD	603	1.54	40	0.15	643	0.99
2.	Medical doctor	612	1.56	86	0.33	698	1.07
3.	Veterinary doctor	91	0.23	9	0.03	100	0.15
4.	Master's and bachelor's degree	11 897	30.38	2 562	9.82	14 459	22.16
5.	Diploma and/or certificate	10 109	25.82	9 682	37.12	19 791	30.34
6.	High school and below	15 048	38.43	13 128	50.34	28 176	43.19
7.	Unidentified	798	2.04	573	2.20	1 371	2.10
	Total	39 158	60.02	26 080	39.98	65 238	100

Source: MCS (2012:4–6)

Apart from the professional qualifications, Table 2.3 also indicates that the numbers of qualified female civil servants who provide public services are far less than male civil servants. The table also indicates that the majority of civil servants have only high

school or lower education, which has a negative effect on the capacity of the ECS. Due to the capacity problem being experienced, government services in Ethiopia rarely if ever address the basic needs of the public (UNECA, 2009:170), for example maternal care services. According to the Ethiopian Demographic and Health Survey, only eleven per cent of births in the country are delivered with the assistance of a trained health professional (CSA & ICF, 2012:14).

Capacity building in policy making can contribute significantly to improved public policy outcomes (Gleeson, 2011:2). Accordingly, the issue of policy capacity in the ECS needs to be addressed properly, and mainly through capacity building programmes. Capacity building programmes can include, for example, education and training and civil service reform (Molnf, 2004:1).

Grindle (1997:110) identifies the purpose of capacity building with an increase in efficiency, effectiveness and responsiveness of government performance. According to Dodd and Boyd (2001:7), the purpose of capacity building includes learning new skills, collaboration with others, reforms of institutional and legal systems, and direct provision of recourses. Dodd and Boyd (2001) distinguish between capacity building involvement areas towards personal, system and community policy capacity development as indicated in Table 2.4. For Dodd and Boyd (2001:8), personal capacity includes attitudes, skills and knowledge (based in experience and interpersonal skills), while capacity of the system can be seen in the ability of the system to plan, monitor and address public problems. The ability to identify, mobilise and address socio-economic issues signifies community/structural capacity.

In Table 2.4, the factors that build personal capacity, systems capacity and community/structural capacity can be seen. This table also shows that every capacity can be influenced by every factor in another capacity. For example, structural capacity to identify and present the most salient policy information to policy makers has an influence on institutional system capacity to assess the effect of public policies. Personal capacity to understand how policy decisions are made also affects and is

influenced by institutional system capacity to use plain, accessible language to clarify and de-mystify written policy, and the structural ability to create a vision of how policy issues should be addressed.

Table 2-4: Personal, system, and community abilities required in the process of public policy making

INDICATIVE FACTORS OF BUILDING CAPACITY TO DEVELOP POLICY			
	PERSONAL CAPACITY	SYSTEM CAPACITY	COMMUNITY/STRUCTURAL CAPACITY
1.	An understanding of how policy decisions are made	A commitment to engage communities in the creation of public policy at all stages, and to use community input in a meaningful and transparent way	The ability to identify and name the issue Allies in other sectors who can assist communities in developing strategies to influence policy
2.	The capacity to recognise one's own strengths and weaknesses, and to know and set one's own boundaries	A willingness to increase public confidence by encouraging open and consistent communication	The ability to create a vision of how the issue should be addressed
3.	The communication skills of listening, understanding and assertiveness	Knowledge of best practices on policies that are most effective in addressing a particular issue, and a willingness to listen to community expertise on best practices	The ability to articulate that vision to help identify needs, understand and communicate issues, and assess effects of policy and interventions
4.	The ability to resolve conflicts with the intention of both achieving goals and improving relationships	An ability and willingness to assess the influence of policies in references to gender, age, culture, income levels and other factors, and a willingness to use holistic approaches that cross sectors and consider the whole person, the whole community and the whole environment	Knowledge of government and non-government structures (such as hospitals) and systems and the role they play in the policy development process Knowledge of best practices to address a particular issue
5.	Planning and evaluation skills for understanding issues and strategic interventions	Facilitation skills to support collaborative processes for working across sectors and outside of traditional government silos	The ability to work collaboratively across sectors to identify opportunities for strategic intervention and ideal methods for intervention

6.	<p>Leadership skills to motivate others</p> <p>Credibility in and knowledge of one's community</p> <p>The ability to work collaboratively</p>	<p>An ability to use plain, accessible language to clarify and de-mystify written policy</p>	<p>The ability to identify the most salient information and present it in the most useful format for policy makers</p> <p>The ability to use various approaches simultaneously to influence policy (for example generating information through community-based research, preparing policy briefs, circulating petitions, and making presentations at government-initiated consultations).</p>
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Adapted from: Dodd and Boyd (2001:7–11)

In 2004, the Ethiopian government issued a national capacity building strategy in which it recognised that policy capacity gaps prevailed for years, and stated that its policy capacity is the combined result of proper organisational structure, system and human resources, of which human capacity remains the major problem (MoInf, 2004:3–5). The civil service policy capacity is thus the combination of the civil service system, its structure, and the ability of civil servants. The latter significantly influenced the process of public policy making. Consequently, policy capacity building in the ECS emphasises primarily on the civil servants (MINF, 1994:211). In Ethiopia, the lead agency to build capacity of these civil servants is the Ethiopian Civil Service University (ECSU) (UNDP, 2003:10). The ECSU was established in 1995 with a mission of “building the capacity of the public sector through education, training, research, consultancy and professional certification services. Since its establishment the university has graduated more than 18 600 civil servants through face to face and via video conferencing modes on topics which are relevant to the needs of the public sector (ECSU, 2012b). Departments of Public Administration in other universities throughout the country and the Ethiopian Management Institute (EMI) significantly increase the number of graduates and trainees capable of efficiently delivering public services as will be seen in Chapter 5 of this research. Despite this fact, public needs and effective policy processes are still not met

by the ECS, as was indicated by the Federal Public Expenditure and Financial Accountability Repeat Assessment Report, which states, “notwithstanding and despite positive results, it appears that Ethiopia will not achieve some of the Millennium Development Goals (MDGs) by 2015, given the country’s very low starting point” (Caprio & Getnet, 2010:15).

2.7 POLICY SKILLS REQUIRED BY CIVIL SERVANTS

As stated (see section 2.5) previously policy making is a fundamental function of any government, and the civil service is the major role player in any government. According to the Northern Ireland civil service (NICS, 2000:6), good public policy making features forward/outward looking, innovative, flexible and creative thinking, experience and evidence-based and inclusive policy, and should take a holistic view, and be communicative and evaluative. The UK civil service (UKCS) (2012a) states that successful policy depends on –

- the development and use of a sound evidence base;
- understanding and managing the political context; and
- planning from the outset for how the policy will be delivered.

Indeed, the irony of politics–policies relationship lays in the fact that “the expectations of policy makers often exceed their abilities to perform” (Gerston, 2010:72). Public policies design must draw on a wider range of views and expertise and thus should be able to be implemented practically as well. In that regard, civil servants engaged in the process of policy making should have the skills and tools to understand what works based on vigorous evidence, they should scan the horizon for threats and opportunities ahead, and focus on ministerial priorities (UKCS, 2012a:). The UK Cabinet Office (1999:4) emphasises policy capacity as an important asset for civil servants, especially for those who are actively involved in the public policy process because it encourages better mutual understanding among ministers and policy makers regarding what is possible and what is not possible. Policy skills need to be integrated into civil service training programmes and get civil servants trained since most professional civil servants lack

the ability to understand the policy process to which all are part directly or indirectly (The UK Cabinet Office, 1999:4). Sutcliffe and Court (2005:2) also state that policy making in developing countries like Ethiopia tends to be less well established and not based on evidence. Civil servants in such countries need to have the skills for increased communication and interaction between research and policy works, notably through training for the efficiency and effectiveness of their public policies. Bullock, Mount ford and Stanley (2001:21) state that modernisation of government requires the development of new and different skills among policy makers, and policy capacity training enables the progress towards modernisation of policy development. Such training (see section 3.4) in the ECS will prepare civil servants in the policy process with the skills and knowledge to perform properly in the civil service. Ethiopian civil servants, as those in the UK (UKCS, 2012b) work across the country and overseas but all support the government there by providing advice to help shape its policies and ensuring seamless and practical implementation in line with those policies. This requires of them to have public policy capacity (knowledge and skills). These public policy capacities (knowledge and skills) are categorised as follows (see Table 2-5):

- Bring together communication stakeholders
- Evidence: Research analysis and surveying and modelling
- Politics and strategic management
- Policy delivery: Strategic and accountability, advocacy and project management.

The various elements of these capacity areas and their descriptions have been deduced from the following texts: The UKCS (2013), Harrison Institute for Public Law (2013) and Chinthochi (2013).

Table 2-5: Framework for assessing the applicability of public policy capacity building

Public policy capacity area	The UKCS (2013)		Harrison Institute for Public Law (2013)		Wilfred Chinthochi (2013)	
	Description	Element	Description	Element	Description	Element
Bring together Communication Stakeholders	Bring together evidence, politics and delivery to support ministers in achieving outcomes for government	Mull over and balance among policy evidence, policy politics and policy delivery	Communicating in a way that empowers the public to act	Organise documents and presentations logically, meet audience needs for context in the introduction, relate the analysis through stories, examples. Use appropriate language in terms of tone, objectivity, and conclude actively to support public decision-making	Analysing stakeholders	Identify those who have the rights, interests, resources, skills and abilities to take part in and influence the course of the policy Potential winners and losers as a result of the policy and reduce or hopefully remove potential negative policy impact
Evidence Research and Analysis Surveying and Modelling	Developing and using a sound evidence base	Investigate, assess and advise on the political and practical implications of government policy using evidence and ideas from a wide range of sources to meet required outcomes	Analysing the problem in a way that empowers the public to act	Identify policy questions, learn the policy context efficiently, use diverse sources to avoid bias, explain analytic methodology, use a logical framework, draw conclusions	Making quality information available; designing policy questions relevant to the policy	Evaluate previous policies, new research, existing statistics and get information from several sources Deal with the likely results of two or more variables on the outcomes of the policy
Politics Strategic management	Understanding and managing the political context	Monitor developments in the political context and give timely, honest, objective and impartial advice and recommendations to respond to the changing context in which ministers operate		Plan work for strategic outcomes	Understanding the environmental	Focus on the ever-changing environmental situation, including technology, politics, the economy, social dimensions and the natural environment Deal with the likely results of two or more variables on the outcomes of the policy
Policy delivery Strategy and accountability Advocacy and project management	Planning from the outset how the policy will be delivered	Develop sound policy, fast, in a public and political arena, and convert this policy into robust deliverable plans at whatever stage the policy is at, using creativity and confidence	Determining whose needs a policy should serve	Manage supervision meetings, managing effort and deadlines	Understanding the costs and benefits of the policy; Gaining political support and will and minimising opposition	Mobilise resources needed for implementation of the policy Monitor and evaluate implementation of the policy

Source: Adapted from: UKCS, 2013; Harrison Institute for Public Law, 2013; Chinthochi, 2013)

Table 2.5 indicated the public policy capacity required by civil servants as adopted from the UK Civil Service, the Harrison Institute for Public Law, and Wilfred Chinthochi. From the table, it is clear that civil servants need to have the knowledge to consider and balance policy evidence skills acquired through research and analysis, surveying and modelling and stakeholders' analysis, and be able to communicate in a way that empowers the public to act, to understand and to manage the political context. The table also emphasises that civil servants need to possess the policy capacity to determine –

- whose needs a public policy should serve as well as the costs and benefits of the policy;
- how to gain political support and will with minimised opposition; and
- the skill plan required from the outset for the ways a public policy is executed to the level of performance they are expected to achieve in the organisational structure.

In addition, the following are also mentioned as important policy skill areas by the UK civil service, the Harrison Institute for Public Law and the Wilfred Chinthochi:

- monitoring developments and providing advice and recommendations in response to the changing political context in which ministers operate;
- planning for the strategic performance outcomes; and
- focusing on the ever-changing environmental situation to deal with policy knowledge and skill effects on the variables of policy outcomes.

Along with this, the civil service institutions dealt with the policy skills by which sound public policies are developed and converted into deliverable plans, with the skill to –

- manage and supervise meetings and deadlines;
- mobilise resources needed for implementation of the policy; and
- monitor and evaluate implementation of the policy.

The UK civil service (2013), the Harrison Institute for Public Law (2013), and the Wilfred Chinthochi (2013) have also respectively emphasised policy capacity areas regarding the ability to conduct new research in order to –

- understand the public policy context;
- identify public policy issues;
- assess and advise on the practical implications of public policies based on evidence and ideas from several sources using analytic methodology to existing statistics; and
- evaluating previous policies and drawing conclusions.

The civil service institutions also dealt with the policy capacity to enhance the balance among policy evidence acquired through research and analysis, surveying and modelling. Policy politics and strategic management, and policy delivery thereby for example, identifying those who have the rights and skills to influence the policy process in reducing or removing undesired policy impacts, organising documents and communicating the analysis through stories, examples and slides use appropriate language in terms of tone and objectivity and conclude actively to support public decision-making.

Policy evidence capacity acquired through research and analysis, surveying and modelling, which are also mentioned by the UKCS (2013), the Harrison Institute for Public Law (2013), and the Wilfred Chinthochi (2013) in Table 2-5, include:

- the ability to investigate, assess and advise on political and practical implications of government policy using evidence and ideas;
- identifying policy questions;
- learning the policy context efficiently;
- using diverse sources to avoid bias;
- explaining analytic methodology;
- using a logical framework;
- drawing conclusions; and
- the capacity to evaluate previous policies, new research, existing statistics and get information from several sources.

In general, Table 2.5 serves as a conceptual framework for understanding the applicability of public policy capacity building. This framework can serve as an

instrument to assess the applicability of capacity building interventions for equipping civil servants to monitor developments in the political context and give timely, honest, objective and impartial advice and recommendations to respond to the changing context within which ministers operate. He or she needs the capacity to develop good policy fast, in a public and political arena, and to convert this policy into robust deliverable plans at whatever stage the policy is at, using creativity and confidence. The civil servant in the policy making process also needs to explore, consider and recommend on the political and practical implications of government policy. The civil servant should have the capacity to consider and balance the process of developing and using sound evidences with regard to the political context and ways of delivery as well. This research aimed to determine whether Ethiopian civil servants obtain the above-mentioned policy knowledge and skills (capacity) through the education and training that are provided to them.

2.8 CONCLUSION

This chapter showed the origin and characteristics of civil service as a system. Various authors contributed and wrote extensively about the development of the civil service in general and the Ethiopian civil service (ECS) in particular. Ethiopia is a federal state with a parliamentary form of government with a closed career-based civil service system that makes the standard of civil service appointment precise and allows for internal promotions and lifelong employment. This chapter also indicated the need for a well-trained civil service that has the ability to participate actively in the public policy process. Policy is an important aspect of governance that can be used for the development of any country, including Ethiopia.

This chapter reported on the finding that there is currently a policy capacity shortage in the ECS with very few civil servants having formal qualifications since the majority of civil servants only have a high school qualification. This chapter has identified some indicators that may determine the accessibility of public policy capacity building interventions such as the number and size (extent of area) of the distinct geographical areas (state), the population density of a geographical area, and the number of civil

servants in a geographical area. Furthermore, it proposed a framework (Figure 2-5) for assessing the applicability of interventions aimed at building the public policy capacity (skills and knowledge) that a civil servant should have. The next chapter, Chapter 3, reflects on what civil service education and training are, the role as well as the advantages of education and training, and the ways these can benefit any government.

CHAPTER 3

CIVIL SERVICE EDUCATION AND TRAINING

3.1 INTRODUCTION

Chapter 2 provided an overview of the Ethiopian civil service (ECS), the way it functions and what it does. The chapter also reflected a discussion on policy capacity, the way policy is currently being used in the ECS, and reasons for the importance of public policy.

Chapter 3 focuses on education and training. The history, development and role of education and training will be considered as well as the advantages education and training can have in the civil service. This chapter will also look at how training can benefit any government, including the ECS. The standards of excellence for public administration/civil service training and its requirements with regard to international standards of quality assurance will also form part of Chapter 3.

A comprehensive literature study that relied heavily on the reading and analysis of books and journal articles was done for this chapter. The literature study was done in order to get a clear understanding of civil service education and training as well as its relevance in the policy making process. The literature study further provided relevant information about the standards, guidelines and requirements for public administration/civil service training internationally.

3.2 HISTORY AND DEVELOPMENT OF EDUCATION AND TRAINING

According to Allen (1988:13), the word “education” was derived from the Latin word *educare* meaning “to raise”, “to bring up” or “to train”. Olaniyan and Ojo (2008:326) believe in the importance of training and development to enable employees to work more efficiently and effectively towards achieving organisational objectives, and state that training (see section 1.5) is “a systematic development of knowledge, skills and attitudes required by employees to perform adequately on a given task or job”.

According to Sleight (1993), training is perceived to have taken place since prehistoric times when adult people used to prepare their children for adulthood jobs regarding the kinds of work to be done, the skills needed, and the tools used to perform the work. Sleight (1993), also states that changes in the complexity, volume and content of work that resulted from societal developments throughout the centuries require proper management. Tanke (1976:169) states that, with the invention of weapons, clothing, shelter and language, training of others regarding these inventions became an indispensable feature in the process of the civilisation, and the training began to vary in accordance with the change in the complexity of the tools through years. Depending on the training need and the situation, some of these different training practices are still used today. Examples of this include the earliest kind of training where someone who knew how to do a task would show another how to do it – on-the-job training – and in the Middle Ages, the practice of apprenticeship came to the fore when people were apprenticed to someone who had specialised skills and tools for a particular task (Tanke,1976:169). Sleight (1993) states that the emergence of vocational education and training during the Industrial Age replaced the traditional apprentice system as division of labour based on specific job tasks required specific training.

According to the Encyclopaedia of Business (2012), training and development emerged as a profession in the early 20th century and resulted in the formation of training associations [for example the American Management Association (AMA, 2014) and the National Management Association in the United States(NMA, 2014)], and in the creation of tasks that require specific training. The rise of organisational development in the 1970s shifted the focus of training toward the organisation as a whole (Encyclopaedia of Business, 2012). The Encyclopaedia of Business (2012) further states that socio-economic and political changes in the 1980s and early 1990s resulted, among others, in the increment of governmental regulations that required a greater breadth of training programmes to reflect the greater diversity of employees. Currently, highly effective training methods are widely used to familiarise new employees, convey new skills, and advance existing skills (Liraz, 2012). This includes “structured on-the-job training, role

playing, self-instruction, team building games and simulations, computer-based training, mentoring, and job rotation” (Encyclopaedia of Business, 2012).

The historical development of training can be studied along with the continuous development of training methods. Accordingly, training methods appear to have been changed in response to changes in the kinds of work being done through the years (Encyclopaedia of Business, 2012). Sleight (1993) discusses these changes, starting with the practice of on-the-job training, moving on to apprenticeship as practiced in the Middle Ages, and to the classroom and vestibule training in the years of the Industrial Revolution. The changes continued from systematic training during the two world wars and the individualised instruction after World War II (Horn, 2007), to modern types of individualised instruction and job support at the end of the 20th century (Treat et al., 2006), and then to integrated performance support during the days of the information revolution (Singhal & Prasanna, 2013).

Education and training specifically relevant to the civil service system are discussed next.

3.3 CIVIL SERVICE EDUCATION AND TRAINING

The need to provide some form of professional education and training in public administration to support the work of civil servants has been recognised as far back as the eighteenth century since the education of civil servants as well as Public Administration as an academic subject has gone through many phases of development (Adedeji & Baker 1974:119). One of the first schools for the education of civil servants of high rank was established in the Kingdom of Siam (Thailand) in the nineteenth century (Adedeji & Baker 1974:117).

The importance of a study of public administration can be derived from the key role that public administration plays as “the organised non-political, executive functions of the state” (Pauw 1999:22). According to Pauw (1999:22), these functions comprise “a higher order or abstract category under which concrete services, institutions, activities and people may be subsumed. A function is something that the state should do or can

conceivably do". Through the subject Public Administration, students are thus guided to study all the non-political executive activities that the state does or should do for example the implementation, review and analysis of public policy (International Encyclopedia of the Social Sciences, 1968).

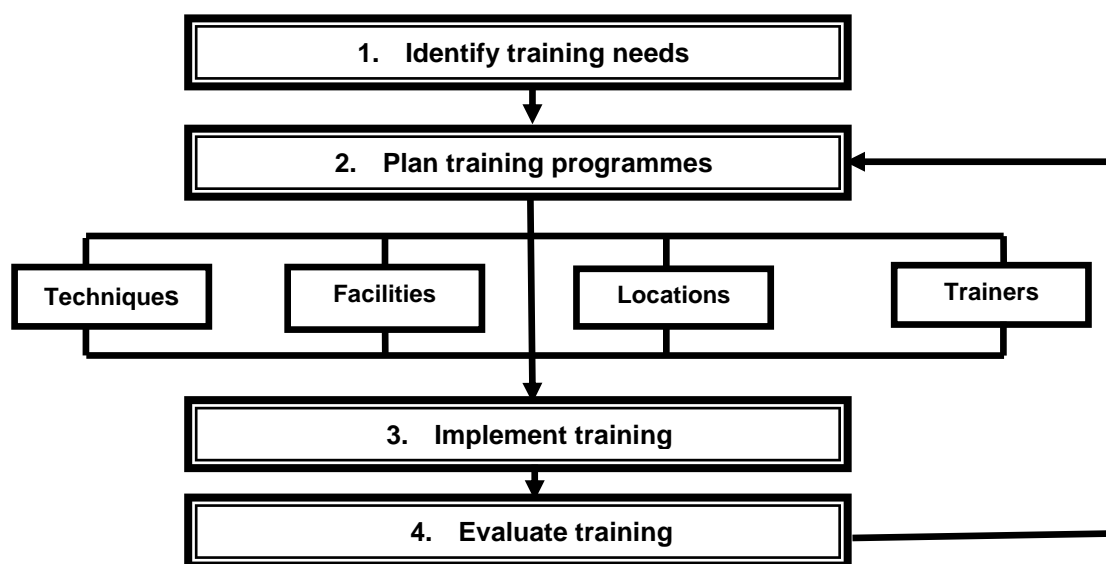
Education and training in public administration therefore entail the improvement of employee performances in the civil service system. Vemić (2007:211) believes that training in a civil service system implies –

- obtaining new knowledge, abilities and skills;
- supporting and introducing civil servants to attitudinal changes and entrepreneurship and encouraging them;
- introducing civil servants to important public policy decisions; and
- involving them actively in the process of policy decision-making.

According to the United Nations Public Economics and Public Administration Division (DPEPA, 1995:90), civil service training, particularly in-service training, has significantly increased in the second half of the twentieth century. DPEPA (1995:91) also notes that the expansion of civil service training programmes, particularly in developing countries, is associated with the commencement of their independence, national development and modernisation efforts. The training in some of these countries has deep historical roots and is limited to a small number of civil servants destined to occupy senior management posts in the elite party. The conceptual framework and substantive content of the civil service training activity – even for the limited number of trainee civil servants – is provided by bilateral and multilateral technical cooperation programmes from services outside of national authorities (GPAB, 1994: 90). Over time, civil service education has come to offer formal education qualifications that are being provided by universities, while training has come to represent a wide variety of training needs, possibilities and programmes that have to be considered along with key variables in civil service training, such as the training stages, the contents, methodologies, groups and objectives and value system (DPEPA, 1995:91).

Effective civil service training, according to Armstrong (2009:676), uses a systematic model (see Figure 3.1) within which such training is specifically designed, planned and implemented to meet the desired needs. These needs emphasise not only improving knowledge, capability and skills, but also bringing about attitudinal change, preparing civil servants for promotion, inculcating positive values, and engendering an excellent working culture in government institutions (UNPAN, 2010:25). Figure 3.1 indicates how systematically organised trainings, in general, and civil service training in particular are processed.

Figure 3-1: Systematic training model



Source: Armstrong (2009:677)

As illustrated in Figure 3.1, systematic training consists of a simple four-stage model in which training programmes are planned based on the identified training needs. The training plan considers the training techniques and facilities to be used, identifies the quality and number of trainers, and indicates the place where the training is to be conducted beforehand. The training techniques are supported by training facilities available, depend on the quality of the trainers, and vary with the training locations (FAO, 2012). The training is then implemented in accordance with the training plan, and is subsequently evaluated against the plan (Coultas et al., 2012:495). Therefore, it is clear that a systematic process to training is followed and training in the civil service as a system is processed accordingly. Salas and Stagl (2009:61) further identify the

system of training in terms of phases along with essential principles required to guide the training process, as can be seen in Table 3.1.

Table 3-1: Summary of training phases and corresponding guiding principles

Civil service training		
Training phase		Guiding principles
1	Analyse training needs	Conduct due diligence
		Define performance requirements
		Define cognitive and affective states
		Define knowledge, skill and ability (KSA) attributes
		Define learning objectives
2	Plan training programmes (develop training content)	Design learning architecture
		Establish instructional experiences
		Develop assessment tools
3	Implement training	Set the stage for learning
		Deliver blended solutions
		Support transfer and maintenance
4	Evaluate training	Execute evaluation plan
		Gauge trainee learning
		Gauge team learning
		Gauge organisational effect
		Disseminate training results

Source: Salas and Stagl (2009:61–64)

Table 3.1 above presents the phases through which civil service training as a system goes to achieve its objectives. Each phase is completed with the accomplishment of various interrelated tasks that serve as guiding principles as well. The first phase, training need analysis, for example, is conducted with due diligence and determination of the training performance requirements, cognitive and affective states, and the learning objectives. Once the training needs have been analysed, the training architecture is designed, instructional experiences are established, and assessment tools are developed to decide what the training should contain. At the implementation phase, the stage for the training gets set, blended solutions are delivered and transfer and maintenance are supported. After the implementation has been completed, an evaluation plan is prepared. Subsequently, the trainees' learning and the training impact on the public agency are measured in accordance with the evaluation plan. From this table, therefore, it is clear that what makes the civil service training systematic relies on

its flow through phases with curious and guided execution of detailed tasks. Hence, the systems approach is based on a careful identification of training needs and emphasises learning rather than teaching (Smith, 1977:383). The systematic nature of effective civil service training thus requires “institutional structure that encompasses overall strategic guidance at the political level and a national body responsible for defining training needs, guiding the training curricula, contracting out training delivery, monitoring quality and evaluating impact” (UNDP 2007:4). The provision of appropriate and effective training enhances professionalisation of the civil service that can, for example, improve the effectiveness of public policies by providing knowledge and skills relevant to policy making process (Brans & Vancoppenolle, 2005). Baskoy, Evans and Shields (2011:227) identify professional training as one of the major indigenous factors to influence policy capacity of the civil service.

Training in a civil service system can be viewed in different ways. It can be seen on the basis of the level, content and style of education the civil servant has obtained before joining the civil service (pre-service training), like the French national schools of public administration (UNDP, 2007:3). It can also be seen in terms of tailored courses provided to ensure the skills, knowledge and ideas of civil servants are kept up to date (in-service training), like the civil service training in the UK (UNDP, 2007:3). Likewise, Finci (2006:7) classifies civil service training into three main categories on the basis of the aims they intend to achieve as can be seen in Table 3.2.

Table 3-2: Main categories of civil service training

Civil service training	
Category	Aim is to develop:
1. General cross-cutting training	general skills and knowledge required by all civil servants working in different institutions across administration
2. Common substance training	<ul style="list-style-type: none"> • specific skills and knowledge of civil servants related to a policy field implemented by several institutions • specific skills and knowledge related to horizontal management systems
3. Sector-specific training	Specific skills and knowledge required by civil servants working in specific policy areas in the same institution.

Source: Adapted from Finci (2006:7)

As is clear in Table 3.2 above, all civil servants need to have skills and knowledge that will enable them to perform the duties they are obliged to fulfil as civil servants irrespective of the differences in their working institution's objective across administration. A general cross-cutting civil service training programme helps civil servants achieve this. Tasks that require general skills and knowledge are also fields of duties, for example modernising the process of public policy making, or setting recruitment philosophy which "move[s] horizontally across various departmental lines and functional responsibilities in public institutions", which necessitates the specific skills and knowledge of the civil servant (Denton, 1991:31). Common substance training aims at developing the skills and knowledge of the civil servant (Finci (2006:7). With sector-specific training, civil servants get the required skills and knowledge to work in specific policy areas like public policy capacity building in their institutions.

Apart from its categorical differences, a civil service training system varies from country to country since the structure, size and costs are influenced by the systems of civil service, government and recruitment philosophy (Bowman et al., 2010: 100 & 108) . These factors also have an effect on developing, monitoring and controlling civil service training objectives, strategies and contents (OECD, 1998:7–8). Variation in national size, wealth and diversity, degrees of centralisation and decentralisation, and the ways people enter the civil service and advance through it also significantly cause differences

among countries' approaches to civil service education and training (Kolisnichenko, 2005:3). In the UKCS, for example, each government department is responsible for the education and training of its employees (UKCS, 2012b). Each department may also outsource the training programmes to external trainers, or use the Civil Service College (GICAG, 2000:14). Apart from the views that different countries have on civil service education and training, there are other additional factors that influence civil service training. These are considered in the next section.

3.3.1 Factors influencing civil service education and training

Civil service education and training can be influenced by various interdependent factors, which include, for example, the government system, organisational philosophy on which employee recruitment is undertaken, and the system of the civil service itself. These factors are explained next:

3.3.1.1 The civil service system

The decision to improve qualifications, training and human resource development of government employees prevails among a number of structural elements to be attained by a civil service system (Cardona, 2002:2). Whether the system of civil service is career-based or position-based influences the civil service training system. A career-based civil service system, where each civil servant has a good expectation of spending much of his or her working life in one public administration, implies a training system which offers training to allow for career development (Lucking, 2003:8). This system requires a career-path development programme since each individual in the civil service needs to be developed through promotion, better qualification and improved financial rewards (OECD, 1997:7; 1998:8). In view of that newly recruited personnel do not need to possess specific expertise to qualify for the job. Once the recruits are in the civil service system, a continual process of training and retraining is provided to them. In a position-based civil service system, on the other hand, application is open for both internal and external candidates (Lucking, 2003:9). The selection is made on the basis of the level of expertise each candidate possesses before taking the job (pre service

training) (Lucking, 2003:10). Hence, in a position-based civil service system, a programme for in-service training is unlikely to be offered to the civil servants, except at the very start of their service (OECD, 1997:8; 1998:9). Therefore, while a career-based civil service system usually entails an in-service training system, a pre-service training programme facilitates employees' performance in a position-based civil service system.

3.3.1.2 The system of government

Another important factor influencing the civil service training system is the system of government. The system of government a country has, for example a unitary or federal system indicates the extent to which its civil service system is decentralised or centralised. In a unitary system of political organisation, the governing power resides in a centralised government, which commonly delegates authority to local government units and channels policy decisions down to them for implementation (Encyclopaedia Britannica, 2012a). Examples of unitary states include Britain and France (Griffiths, 2000:3). In federal system countries, for example Ethiopia and India, political authority is divided between two autonomous governments in which institutional arrangements for shared rule are combined with those for regional self-rule (Brinkerhoff, Johnson & Hill, 2009:10).

No unitary state is wholly homogenous and completely centralised, and decentralisation is a common strategy for coping with diversity (Rhodes, Carmichael, McMillan & Massey, 2003:4). The type of decentralisation could be that of administration, implying a set of policies that transfer dispensation of such social services as education and training to sub-national governments (Falleti, 2010:36), or fiscal decentralisation (Blochliger, 2013:11) or political decentralisation, in other words, the extent to which political institutions track and collect citizens' interests and turn them into policy decisions (White, 2011:2). As discussed by Falleti (2010:37), organisational capacities of sub-national governments will increase with the fostering of training for local authorities, or with the facilitation of learning through practicing how to deliver responsibilities.

Civil service training systems therefore tend to be centralised in a unitary system of government, and the training institute at the centre usually sets the civil service training objectives and develop the training strategies and its contents. Both the central and local governments in a federal system can set their own training objectives and strategies and determine their own training facilities (OECD, 1998:7).

3.3.1.3 The recruitment philosophy

The process of employee recruitment and selection identifies whether the new civil servant has a specific educational background in terms of the civil service system, and helps the public office to determine how and on which points of focus the civil service training should be provided to the new entry into the civil service (Bowman et al., 2010: 100 & 108). After the recruitment of new government employees for a vacancy follows their selection and many authors describe the two processes of recruitment and selection together. Hays and Sowa (2005:97) refer to recruitment and selection as “the processes by which suitable candidates for jobs are attracted and screened”. These processes are based on the philosophy, which the institution identifies in its recruitment policy. According to (Stredwick, 2005:117), a recruitment policy represents the organisation’s code of conduct, particularly in the areas of

- handling and processing internal application;
- current employees’ development management;
- ensuring the selection of applicants with proper refinement, and
- a transparent job advertisement.

The Northern Ireland civil service in its *Recruitment policy and procedures manual* (NICS 2011b:7) for example states “the rapidly changing environment requires civil servants to quickly adapt to change whilst also requiring new people to be recruited who have the necessary skills and experience to help deliver quality services to the people of Northern Ireland”. The Liberian government (1980:1) declared its commitment to the systematic development of a competent civil service through continuous training and

organisational development to meet challenges of socio-economic and political development, and ensures peace and stability with a smaller but better government.

The civil service systems in most countries require new recruits to possess a specific educational background, which prepares them for the civil service or provide them with long-term and comprehensive civil service training immediately after they had been recruited (OECD, 1998:6). Others, like the civil service system in Britain, take into account the level but not the content of prior education, and acknowledge an adaptation training system rather than long-term initial training immediately after recruitment (OECD, 1998:7). The training of new recruits, as stated by Brandenburg (2012), is important since it teaches new employees about the mission, operational and strategic goals of the government office and its organisational culture, and motivates them to work hard. The training also gives the relevant department an opportunity to promote efficiency and consistency in its effort to provide the public with proper services.

Apart from the factors mentioned above regarding civil servants' education and training, there are also some elements that play a role in civil service education and training. These elements are considered in section 3.3.2.

3.3.2 Elements of civil service education and training

The main elements determining civil service education and training are the training objectives, legal frameworks, training institutions and appropriate status, regulation of status of civil service trainers, and the contents of the training curriculums (OECD, 1998:8). Dujic' (2006:25) agrees that these elements of a civil service training system are interrelated and that a change in one of them affects the other elements and subsequently features of the education and training being provided.

3.3.2.1 Training objectives

Since education is being provided by universities as the formal qualifications that student enrol for, training and development are used by organisations to improve the skills of employees and their capacity to cope with the constantly changing demands of

the work environment. Training in particular can be targeted to help employees learn new job-specific skills, improve their performance, or change their attitudes (Pynes, 2009:283–284). As the civil service system differs from country to country, the training objectives will also differ in content and concreteness. In spite of this, training objectives stated in civil service legislations or acts or in specific regulations usually emphasise the need to support the implementation of administrative reform and modernisation (OECD, 1998:8). Hence, the fundamental aim of training is to help an institution achieve its organisational objectives by increasing the value of its major resource, namely its employees (Stredwick, 2005:376). The GICAG in its report on the value for money examination (2000:4) states that, for a training programme to be effective, it should conform to the training objectives identified and achieve performance improvement expected of the planning process. According to the University of Maryland, training objectives emanate out of fissure and deficiencies identified in the process of training needs assessment and declare what should be accomplished as a result of the training in the light of those needs declared (UM, 2002:7). These needs can be, for example, skills, knowledge or attitudinal change that training objectives can address.

Civil service training objectives are associated with the training resources allocated, the results achieved, and consequences experienced (GICAG, 2000:4). The relationships between and among these elements are indicated in Table 3.3 below.

Table 3-3: Civil service training objectives, input-output-outcome relationships

CIVIL SERVICE SYSTEM		
Training		Associated example
Objective	The reason which the training is conducted	<ul style="list-style-type: none"> to improve public policy capacity of civil servants
Inputs	Resources allocated to produce an output	<ul style="list-style-type: none"> financial, human, institutional resources required to carry out training
Output	The product of a process or that which results from processing inputs	<ul style="list-style-type: none"> trained and developed civil servants with a significant role in the public policy making process
Outcome	The ultimate effect or consequence of an action or process	<ul style="list-style-type: none"> improved public policy capacity

Source: Adapted from the GICAG (2000:4)

Table 3.3 shows that training in a civil service system is planned and structured with its objectives set ahead. Resources, for example human input, are used to produce results which may ultimately reveal the effectiveness of training.

3.3.2.2 Legal frameworks

Public administration is subject to the law, as determined by the political body of a community for whose benefit it acts (GPAB, 1994:11). Marcou (1995:4), speaking at the United Nations twelfth meeting of experts on public administration and finance, stated that law as a framework establishes institutions of public administration, defines their competences and powers, and regulates their duties regarding the rights guaranteed to legal subjects, and there is no efficiency without an appropriate legal regulation of public administration activities, which include civil service trainings. The administrative law framework in countries with a civil law system (unlike countries with a common law legal system) is an autonomous branch of the legal system (GPAB, 1994:160). Common principles that characterise both systems include principles of legality, equality before the law, proportionality, legal security, and administrative procedure based on the rule of law (Marcou, 1995:10–11). Both systems also necessitate professional and efficient civil servants to achieve their goal.

The creation of a professional and efficient civil service is conditional, among others, upon a basic legal framework, usually provided with a comprehensive civil service law (OECD, 1997:19). The legal framework specifies the right and/or obligation of civil servants to undergo in-service training (OECD, 1998:10). Accordingly, modern states adopt a broad overview of interlinked and enforceable rules that support training of their civil servants to possess the required skills and knowledge and to deliver government services efficiently in conformity with the law of the state and public policy. In this regard, civil service training institutions play a major role in empowering civil servants with the skills and knowledge required to facilitate civil service deliveries (Finci, 2006:5).

3.3.2.3 Civil service education and training institutions

A series of institutions offer a variety of training programmes for civil servants in different countries, for example

- the Canada School of Public Service (DPADMa, 2006:12);
- the National School of Public Administration in Poland (OECD, 1997:146); and
- the Civil Service College in the United Kingdom (GICAG, 2000:14).

Civil service education, or in some instances public administration education, is also conducted through state training institutions, namely universities (UNPAN, 2010:3). The Encyclopaedia Britannica (2012b) describes a university as a higher education institute having a broader curriculum and the authority to offer undergraduate, postgraduate and professional degrees (see also section 1.5). The Encyclopaedia Britannica (2012b) also states that training institutions are educational bodies but with special devotion to brief intensive courses of instruction on selected topics relating to a particular field, for example short courses on policy or human resource management or budgeting. Models of education and training associated with university and institute models are indicated in Table 3.4 below as presented by the United Nations Public Administration Network (UNPAN, 2010:3).

Table 3-4: Models of universities and institutes of education and training

Wisdoms associated with civil service training models	
University model	Institute model
• different environments favourable to self-assessment	• close to service needs
• sense of wider public interest; addresses a large and steady public	• adapted to public service values; create sense of purpose
• capacity to keep abreast of scientific developments	• danger of losing touch with scientific innovations

Source: United Nations Public Administration Network (UNPAN, 2010:3)

From Table 3.4, it is clear that university departments of public administration offer their education to people from different environments for the purpose of self-assessment. Their curricula include a comprehensive public interest. The table also shows that

institutes are close to civil servants to provide training to them and adaptable to the values in the civil service. Universities, on the other hand, are attached to different environments and address a larger and steady public not the civil service alone. Institutions are usually engaged with survival or immediate training tasks, and thus could lose opportunities for scientific innovations. The **university model** keeps abreast of scientific developments and addresses a large and steady public interest with academic knowledge and standardisation.

Government institutions in the **institute model** are mostly concerned with mounting public service values and practices and upgrading qualifications and adaptations to service needs and performances. The institute model frequently distracts civil service training with survival activities and thus the danger of losing touch with scientific innovations is clear (UNPAN, 2010:3).

Lucking (2003a:23) explains that the prevalence of such institutionalised programmes in the civil service training structure makes the training programme efficient since the institution appears to be responsible mainly for defining training needs, guiding curricula, monitoring the quality of the training programme and evaluating its outcomes. Hence, whether or not these training institutions form part of the hierarchical structure in administration greatly influences the ultimate effect or consequence of civil service training on the government policy capacity (OECD, 1998:16).

3.3.2.4 Contents of the civil service education and training curricula

A civil service education and training programme requires specific methods and/or techniques to ensure its curricula meet the education and training needs (OECD, 2008:24). Universities are responsible for determining the Public Administration curriculums that will be provided to undergraduate and postgraduate students. For training institutions, training needs may be identified for at least a large number of civil servants (horizontal needs) or for specific categories among them (OECD, 2008:23). Once the training objectives and expected outcomes are clearly defined, the training curricula can be developed. The civil service training curriculum addresses the skills

and knowledge behind the training that the civil servants undergo. These could be soft skills training (for example leadership training), technology training (such as proprietary software), or training on processes like public policy making, and procedures (such as compliance) (Intulogy, 2005). In developing these curriculums, training institutions attempt to identify why and what the impetus behind the training programme are, and how this relates to the civil service performance outcomes. Accordingly, the content of the training relies on the training purposes and goals, learning outcomes, information sources, delivery options and methodologies selected (Prioritysky, 2007:5). University and civil service training curricula should be assessed and evaluated continuously, thereby evaluating training activities and institutions of public administration in terms of their relevance, technical and methodological quality, effectiveness and impact (OECD, 2008:24).

3.3.2.5 Status of civil service trainers

In carrying out their responsibilities, civil service training institutions need stable financial resource, appropriate organisational structure and, importantly, efficient training capacity. According to the OECD(1997:22–23), governments should entrench their training systems into their national and international environments and establish cooperation so that the civil service can react to and counteract socio-economic and political developments. The OECD (1998:11) also states that such cooperation usually involves strategies other than promoting professionalism in training activities, like learning from the private sector, developing public–private partnerships, drawing on foreign expertise, and involving international organisations. These strategies help to determine the status of the trainers used by the civil service training institutions, and enhance efficiency and effectiveness of the civil service training system.

Apart from the elements involved in civil service education and training, the relevance of civil service education and training is important, and this is discussed next.

3.4 THE RELEVANCE OF CIVIL SERVICE EDUCATION AND TRAINING

Civil service education and training is an aspect related to public human resource management, and the leadership in a government office may approach such education and training as a cost which it needs to bear and thus governments could perceive education and training as a waste of organisational resources, or contrarily as an investment to provide the organisation with a competitive advantage (Cartwright, 2003:2). Planned and organised civil service education and training develop a civil servant's professional competency and contribute to institutional goal achievement (Hoff, 1970:29). Education and training further enable civil servants to perform a range of jobs, engender enthusiasm and commitment for public objectives, execute change, meet service standards, and attract better recruits to the civil service (Green, 1997:1). Effective civil service education and training benefit government organisations and their civil servants with increased efficiency, motivation, satisfaction, morale and innovation in the process of public policy making (Zabriskie, 2002:3).

According to Aguinis and Kraiger (2009:451), the relevance of civil service education and training can be observed in the benefits rendered to individual civil service employees and teams. These benefits are clear in the job performance and performance factors of civil service employees and teams and in benefits for the public institution and the general public. The authors emphasise that civil service education and training may affect both the knowledge of “what” and “how”, and could enhance a strategic understanding when applying specific knowledge or skills. Civil service education and training in a cross-cultural context also enable civil servants to perform their jobs in different cultures and/or to adjust psychologically to living in the different culture, for example some of the Ethiopian civil servants are twinned with Southern Sudanese civil servants, to perform civil service duties while giving education and training (UNDP, 2012:1).

Civil service education and training are directly related to the satisfaction of civil servants, the government and the general public as well as to an objective measure of

civil service delivery whose relevance is associated with the performance of the government office. Civil service education and training also influence the reputation of the government office, which in turn influences how the public and even the civil servants interact with the government office (Aguinis & Kraiger, 2009:458). Civil service education and training efforts produce improvements in the calibre and competence of individuals managing public bureaucracy, which contributes to the effectiveness of the delivery of services by public agencies (Mishra, 2012:2). The development of long-term strategic policies raises the need for a strengthened and strategic policy capacity to analyse societal trends, and tries to predict them. This demands professionalism, competences on the part of civil servants involved in policy making, which in turn necessitates civil service education and training to build governments' capacity for improving the effectiveness of policies by means of better policy design and evaluation (Brans & Vancoppenolle, 2005:175–178).

In developing countries, where the private sector is poorly developed, more is expected from government in managing and properly delivering public services (ILO, 2000:47). The civil service plays a major role particularly in such states (Xingbo, 2009:179). Professionalising the civil service and making it socially responsive is therefore not only a matter of duty but also a necessity of the government. OECD (1997:17) emphasises the relevance of civil service education and training, especially in periods of transformation and modernisation, and explains that the advantages of civil service education and training are to:

- create the capacity to govern as the system of civil service rely on a well-trained and motivated civil servant whose performances may affect the whole array of public policies;
- ensure the success of reform policies, for example civil service reform, which depends on the availability of civil servants sufficiently trained to formulate, execute and evaluate public policies;
- induce stability with uniform application of administrative rules and regulations as instruments of public policies over both time and space, determining public

confidence with predictability, and with adaptability of the civil service system to the changing environment;

- guarantee continuity in the institutional and personnel setting with a regulatory framework as a prerequisite for societal development so that policy formulation and implementation serve as a sound basis for the development of legitimacy and acceptance of the civil service system as a whole; and
- mitigate the disruptive effects of free market behaviour and secure core civil service tasks and the protection of societal values.

These advantages of civil service education and training set out by the OECD (1997:17) can be regarded as a conceptualisation of the civil service education and training system in the context of public policy capacity building. Apart from the advantages of civil service education and training, quality should also be assured.

3.5 QUALITY ASSURANCE FOR CIVIL SERVICE EDUCATION AND TRAINING

According to the Canadian Office of the Auditor-General (OAG, 2005:1), the civil service is most importantly responsible for providing the best quality policy services and products, and for providing vigorous advice that will enable government to make informed decisions on public policy issues. Subsequently, policy development is a process of bringing together and balancing various considerations that may require quality assurance to prevent an increased risk of having poor quality policy services and products. The implementation of quality assurance can promote improved practices in the delivery of policy services and products as far as policy development necessitates the civil service system to have a trained civil servant (OAG, 2005:2). For Krogt (2005:6), quality assurance refers to “a regulatory mechanism with a continuous process of evaluating the quality of a higher education system, institutions, or programmes focusing on both accountability and improvement, providing information and judgments through an agreed upon and consistent process and well-established criteria”.

Quality assurance of civil service training is usually explained in terms of countries (for example Slovenia and Hungary), in terms of both the quality of training itself, and in terms of service delivery. For effective civil service training to prevail in a civil service system institutional structure, it needs, among other factors, to encompass technical regulations regarding the training system and ensure the most effective use of scarce training resources (UNDP BiH, 2003:21–23).

The quality assurance requirements for civil service training emanate from the quality standards of universities, training institutions or public agencies offering the training as defined by the legitimate public office in the government.

3.6 STANDARDS OF EXCELLENCE FOR CIVIL SERVICE EDUCATION AND TRAINING

Standards of excellence for public administration education and training refer to the standards at which the education and training should take place. The UN Department of Economic and Social Affairs (UNDESA, 2008:2), in partnership with the International Association of Schools and Institutes of Administration (IASIA), has set standards of excellence for public administration education and training that include criteria for the assessment of an institution's progress towards achieving the standards of excellence, and a checklist that institutions can utilise for promoting these standards. IASIA is an association of organisations and individuals whose activities and interests focus on public administration and management (IASIA, 2012). The Association aims to respond to the institutional development needs of public management and public administration (IIAS, 2007:8). Both UNDESA (2008:68) and IASIA (2012) believe government institutions as public sector organisations must perform proficiently to provide the public with high-quality services. Consequently, civil servants working in such institutions need to possess the highest level of public policy knowledge, skill and preparation. Government institutions and universities should therefore strive for a high level of education and training to promote excellence in the civil service system.

The standards of excellence for public administration education and training set by UNDESA and IASIA (UNDESA, 2008:5–6) include the following:

- **commitment:** to the advancement of public interest and the building of democratic institutions;
- **advocacy:** advancement of public service through advocacy and efforts to create participation, commitment, responsiveness and an accountability culture in all organisations and institutions; drawing
- **combining scholarship, practice and community service:** integration of theory and practice and preparing the training programme upon knowledge and understanding generated both by research and practical experience;
- **faculty centrality:** a full-time core faculty committed to the highest standards of teaching, training and research, and possessing the authority and responsibility appropriate to accepted standards;
- **intellectual and participatory inclusiveness:** ideas, concepts, theories and practices in the training representing a broad variety of intellectual interests and approaches, being sensitive to issues of ethnicity, nationality, race, gender and accessibility to all;
- **a purposeful and responsive curriculum:** training programmes need to have coherent mission to drive programme organisation and curriculum development, and trainers must be communicative and responsive to trainees;
- **adequate resources:** availability of adequate financial resources to sustain a full-time teaching body and/or full-time trainers, providing needed assistance to students and ensure the availability of adequate classroom, research, training and meeting space as well as individual offices for each faculty member and, as needed, for trainees; and
- **balancing collaboration and competition:** a sense of common purpose and mission deriving from the commitment of the training programme to the

advancement of public interest among the programme teaching body, trainers, administrators and trainees.

According to the United Nations Department of Economic and Social Affairs and IASIA(UNDESA, 2008:7), the main criteria for measuring these standards of excellence are categorised as institutional criterion and programme-related criterion, subdivided into sub-categories of programmes of development and review, content, management and performance.

The institutional criterion deals with the organisational nature and characteristics of the institution that provides the public administration education and training programmes and the criterion regarding the education and training programmes related to the actual programmes being delivered by the government institution. For the purpose of studying the civil service policy capacity building, curriculum content and management of civil service education and training programmes is the main focus area (UNDESA, 2008:7). According to the United Nations Department of Economic and Social Affairs and IASIA (UNDESA, 2008:9), curriculum components of training programmes in public administration/civil service systems should enhance skills and competencies, knowledge and value among trainee civil servants. This will enable the civil servants to perform their duties with efficiency and effectiveness, equity and ethics. Table 3.5 below displays what a public administration education and training curriculum should include as stated by the UN and IASIA (2012).

Table 3-5: Standardised public administration education and training curriculum components

CURRICULUM COMPONENTS	
CATEGORY	SUB-CATEGORIES
The management of public service organisations	Human resource management
	Budgeting and financial processes
	Information management, new technology applications and policy
	Administrative and Constitutional law
	Effective communication skills
	Organisation and management concepts and behaviour
	Not-for-profit and private sector relationships and grant management

Improvement of public sector processes	Development of high-performing organisations
	Management of networks and partnerships
	The delivery of public goods and services
	Management of projects and contracts
	Supporting workforce diversity
	Motivation and design of public sector organisations
Leadership in the public sector	Creative and innovative problem solving
	Leading institutional and organisational transformation
	Conflict prevention and resolution strategies
	Promoting equity in service delivery
	Developing approaches to poverty alleviation
	Promoting democratic institutional development
	Public sector ethics
The application of quantitative and qualitative techniques of analysis	Institutional and developmental economics
	Management of networks and partnerships
	Policy and programme formulation, analysis, implementation and evaluation
	Decision-making and problem solving
	Strategic planning
Understanding public policy and the organisational environment	Political and legal institutions and processes
	Economic and social institutions and processes
	Historical and cultural context
	The management of economic development
	The implications of the “third-party government”
	Acknowledging and reconciling cultural diversity

Source: United Nations Department of Economic and Social Affairs (UNDESA, 2008:9–10)

Table 3.5, shows that the categories and sub-categories of curriculum components prescribe general areas, not specific courses, that deal with public administration education and training programmes. Each major category should be assessed and understood with reference to the sub-categories of the components as, for example, civil servants can be trained on aspects of leadership in the public sector from the creative and innovative problem solving dimension. They can also be trained on the application of quantitative and qualitative techniques of analysis, on aspects of policy and programme formulation, analysis, implementation and evaluation and strategic planning.

Accordingly, Table 3.5 reveals that the UNDESA/IASIA standards of excellence for public administration education and training also give due consideration to public policy capacity building in the civil service as the standards include training components dealing with the application of quantitative and qualitative techniques as manifested through civil service training on public policy and programme formulation, analysis,

implementation and evaluation, and understanding public policy and the organisational environment.

The standards of excellence also recommend that public administration education and training curriculum contents should address the public sector ethos expressly in terms of, for example, democratic values and sustainable development and public sector skills that enable civil servants to build policy capacities for:

- applying analytical and critical thinking;
- dealing with complexity;
- working with flexibility;
- dealing with uncertainty and ambiguity;
- operating in a political environment;
- building high-performing organisations;
- involving other groups and institutions in society to realise policy goals;
- engaging themselves in lifelong learning; and
- applying life experiences to academic and training activities (UNDESA, 2008:11).

The UNDESA and IASIA standards of excellence for public administration education and training (UNDESA, 2008:12) also contain criteria for measuring the management and administration of education and training programme, which include:

- the prevalence of a clear structure of responsibility for and an adequate system of communication between all persons involved in the education or training programme;
- the availability of a budget in terms of finance, personnel and facilities, and the presence of programme administration in an adequate manner; and
- the provision of users with timely and up-to-date information on the programme.

Apart from the standards of excellence for public administration education and training set by the UNDESA and IASIA, the National Association of Schools of Public Affairs and

Administration (NASPAA) also provide standards for public administration education and training, which include the civil service training system.

NASPAA is a professional education association dedicated to the advancement of education, training and research in public affairs, policy and administration (NAPAA, 2009:1). The desire to ensure excellence in public administration education and training among civil and public servants contributed to the establishment of NASPAA in 1970 with the main purposes of (NASPAA, 2012):

- developing appropriate education and training standards for programmes in public affairs, public administration and public policy;
- encouraging curriculum development and innovation and providing a forum for the publication and discussion of education scholarship, practice and issues;
- undertaking surveys that provide information on educational and training issues; and
- promoting internship opportunities for students and employment for graduates of public administration.

According to NASPAA (2012), public administration education and training programmes prepare civil servants for career objectives that include:

- an understanding of economic, legal, political and governmental institutions, systems and processes;
- the development of analytical and quantitative abilities and skills for defining and solving problems;
- the development of communication abilities and skills, for example written, oral and electronic skills;
- an understanding of human behaviour and the development of abilities and skills for analysing and coping with behavioural situations; and
- an understanding of administrative and/or management systems and processes.

Consequently, the public administration education and training curriculum content should cover and aim to provide knowledge and skills in five major subject areas perceived in terms of their interrelationships, namely (NASPAA, 1997:6):

- the political, social, economic and legal environment of public administration;
- analytical tools: quantitative, qualitative, and computer applications;
- individual and/or group and organisational dynamics;
- policy analysis; and
- administrative and/or management processes and ethical considerations.

With this curriculum content as a foundation, NASPAA (2009a:7) adopted universally required competencies in five domains, namely the ability to:

- lead and manage in public governance;
- participate in and contribute to the policy process;
- analyse, synthesise, think critically, solve problems and make decisions;
- articulate and apply a public service perspective; and
- communicate and interact productively with a diverse and changing workforce and citizenry.

Accordingly, it can be seen that NASPAA emphasises the development of civil servants with knowledge and skill to participate and to contribute to the public policy process in the civil service system. Policy analysis, for instance, is important and should be reflected in public administration education and training curriculums (Ayee, 2012).

Moreover, it can be seen that the UNDESA, IASIA and NASPAA view civil servants' abilities to articulate and apply a public service perspective, and to participate in and contribute to the policy process with analytical and critical thinking in addressing democratic values and sustainable development as important domains in the contents of the public administration education and training curriculum. In line with this, Wessels (2012:170) highlights the possibility of a core curriculum that deals with the intellectual, educational and practical needs of a civil servant in a developmental state such as Ethiopia. He further proposes a module on, for example, public policy for solving service

delivery challenges with related competencies of advanced reading and writing, interpretation, implementation, decision-making and planning.

3.7 CONCLUSION

This chapter provided an overview of the development and origin of education and training in general and public administration education and training in specific. Education and training can be approached using either pre-service training or in-service training. Aspects like the system of civil service, the recruitment philosophy and the system of the government that influences education and training, and the main elements and requirements that influence civil service education and training also formed part of this chapter.

The last part of this chapter focused on the standards of excellence for civil service training, and guidelines were considered by focusing on the UN Department of Economic and Social Affairs (UNDESA) and the International Association of Schools and Institutes of Administration (IASIA) and the National Association of Schools of Public Affairs and Administration (NASPAA). The standards of excellence help to ensure excellence in public administration education and provide guidelines to ensure that the curricula being used provide the skills and knowledge needed in the civil service.

Linking to this, Chapter 4 will provide an overview of civil service education and training programmes in the People's Republic of China (PRC) and the United States of America (USA). This will assist in providing examples of what an education and training programme for civil servants can look like and what it could possibly include.

CHAPTER 4

CIVIL SERVICE EDUCATION AND TRAINING PROGRAMMES IN CHINA AND THE UNITED STATES

4.1 INTRODUCTION

The history and development of education and training in general and civil service education and training in particular were discussed in the previous chapter. The relevance of civil service education and training were also explained along with the requirements for quality assurance and the standards of excellence being used.

The current chapter will provide an overview and examples of public administration education programmes that are currently being used by the United States of America (USA) and the People's Republic of China (PRC) to improve the policy capacity of civil servants. These two countries were selected since the USA, on the one hand was the first country to lay the foundation for a systematic study of public administration in 1887 (Van Jaarsveldt, 2010:44). The PRC, on the other hand, is a country in which the origin of the civil service dates back to the administrative system of its government in the Qin dynasty (221–207 BC), which “established the first centralised Chinese bureaucratic empire and thus created the need for an administrative system to staff it” (Encyclopaedia Britannica, 2012). The USA and the PRC are also the leading economies of the world (CNN, 2014) and both place high emphasis on administration, and were therefore selected as examples to get an understanding of what civil service education and training look like internationally.

This chapter relied heavily on the reading and analysing of books and journal articles to get a clear understanding of policy capacity building programmes in the USA and the PRC. This chapter also made use of a comprehensive internet search to find relevant information about the current public administration curricula that are used by universities in the USA and the PRC.

4.2 OVERVIEW OF THE PEOPLE'S REPUBLIC OF CHINA

The PRC was founded on 1 October 1949, when the communists took over mainland China and set the scene for building a new society built on a Marxist–Leninist model complete with class struggle and proletarian politics as fashioned and directed by the China Communist Party (CCP) (Library of Congress, 2014). Currently the PRC has a population of 126 743 billion (21% of the world population) residing over an area of 9.6 million square kilometres and an adjacent sea area of 4.73 million square kilometres. Of these, 37.66 per cent of the citizens reside in urban areas in 23 provinces (including Taiwan), five autonomous regions, four municipalities directly under the central government and two special administrative regions of Hong Kong and Macao (Chinese Government, 2004:17; Dyck&Levinge, 2010:2).

The Constitution of the PRC (NPC, 1954:19) declares the National People's Congress (NPC) to be the highest organ and the only legislative authority in the PRC. It also pronounces the State Council of the PRC as the executive organ of the highest state authority and the highest administrative organ of the state. The council is the Central People's Government (CPG) composed of a premier, vice-premiers, state councillors, ministers in charge of ministries and commissions, the auditor-general and the secretary-general (CPG, 2012). The ministries include (CIIC, 2014):

- Ministry of Agriculture
- Ministry of Civil Affairs
- Ministry of Commerce
- Ministry of Culture
- Ministry of Education
- Ministry of Environmental Protection
- Ministry of Finance
- Ministry of Foreign Affairs
- Ministry of Housing and Urban–Rural Development
- Ministry of Human Resources and Social Security
- Ministry of Industry and Information Technology
- Ministry of Justice
- Ministry of Land and Resources
- Ministry of National Defence
- Ministry of Public Security
- Ministry of Science and Technology
- Ministry of State Security
- Ministry of Supervision
- Ministry of Transport
- Ministry of Water Resources

The PRC is a country with 56 nationalities, and the Han nationality accounts for about 91.59 per cent of the total population (United Nations, 2014a). Fairbank and Goldman (2006:343) state that the development and change of political and economic situations in the PRC can be traced to the following periods:

- firstly the Socialist Transformation period, a creative period of reconstruction, growth and innovation (1949–1956);
- secondly the Socialist Construction, a periods of disaster and great disorder among the people with years of economic recovery (1957–1966);
- thirdly the Cultural Revolution (1966–1976); and
- lastly the New Socialist Construction (from 1976 onwards).

In all these periods, the policy capacity of the Chinese government to decide on strategic policy issues was well built as can be seen, for example, in the speech by Mao Zedung in the early 1950s (Walsh, 2009:7) which confirmed China's policy not to eliminate capitalism but to control and use its elements to help the Chinese national economy, its capacity to formulate public policy, and the high motivation of Chinese workers to surpass policy targets and capacity to implement, and to evaluate public policy (Walsh, 2009:12). This contributed greatly to develop China as a leading economy (WEF, 2012:385).

4.3 OVERVIEW OF THE CHINESE CIVIL SERVICE

The Chinese civil service system conferred stability in the Chinese government for centuries and served as a model for the civil service systems in other countries as well (Encyclopedia Britannia, 2011:157). Members in the administrative system of the long-established Chinese government were, for instance, selected by way of a competitive examination (Encyclopaedia Britannica, 2013). The civil servant law of the PRC (NPC, 2005:1) declares the civil servant system of the country to follow “Marxism, Leninism, Mao Zedong Thought and Deng Xiaoping Theory and the important thought of ‘Three Represents’ [representativeness] to advanced social productive forces, advanced culture and the interests of the overwhelming majority] as its guide”. The law also

identifies civil servants in China as those workers who perform public duties according to laws in Chinese Communist Party (CCP) organisations, in the people's congresses, in administrative agencies, in the people's political consultative conferences, in judicial organisations, in procuratorial organisations, and personnel in Democratic Party organisations (NPC, 2005:1; Yang, Wu, Xu & Chen, 2012:171). Yang et al. (2012:169) also agree that China has built up competent civil servants that will help its civil service ensure fast economic growth and social stability.

To this end, the Chinese Civil Service Law has made in-service education and training compulsory (Brodsgaard & Gang, 2009a:2). Accordingly, the system of civil servant education and training in the PRC aims to keep a balance between political accountability and professional competence with a central task to improve the "abilities of civil servants in areas such as political awareness, lawful administration, public service, research, innovation, communication, coordination, problem solving, and psychological adaptation" (Yang et al., 2012:173). The civil service training system in the PRC is centralised; therefore, civil service education and training policies are made at national level (Brødsgaard & Gang, 2009). The system nevertheless encounters problems such as "inadequate training needs assessment, low motivation on the part of employees, and difficulty in measuring training outcomes" (Liou et al., 2013). In May 2013, the number of regular colleges and universities in the PRC totalled 879, and they are divided into general university, technical university, and specialised university such as for teacher training (CEC, 2014). Admission to these institutions is based on scores obtained in the unified national university/college entrance examination (FNBE, 2004:11).

According to the IRG (2006), civil service/public administration education (long-term professional training) in PRC is offered either by ordinary colleges and universities or by other specialised formal schooling. In both cases, recruits need to sit for a college entrance examination. Newly graduates of such colleges and universities are admitted into the civil service after taking a special examination designed for that purpose only.

In the next section, the universities that provide public administration education in the PRC and their curriculum are discussed.

4.4 PUBLIC ADMINISTRATION EDUCATION AND TRAINING PROGRAMMES IN THE PEOPLE'S REPUBLIC OF CHINA

Currently there are 743 universities (excluding colleges) in the PRC (see Appendix 1/a, for more information). The universities offer degree programmes in eleven different fields, sub-fields and specialties that include Political Science and Law, of which public administration is part. Curriculum guidelines are prepared nationally and the universities are expected to follow the guidelines accordingly (FNBE, 2004:11). The Chinese government has classified universities in the PRC into a four-tier hierarchy of institutions with the two best universities at the top, followed by a group of seven in the second tier, a group of thirty universities in the third tier, and a group of eighty-five universities in the fourth tier (WES, 2010:12) (see Appendix-1/b for more information). Entry into universities is very competitive regardless of the tier of the university.

The higher education entrance system for undergraduate students (bachelor's degree) in Chinese universities shows that the universities recruit senior high school graduates according to their scores in the national entrance examination for higher education (Chen & Lin, 2014). A Chinese citizen who aspires to join a graduate school (for a master's degree after attaining the bachelor's degree and for doctoral studies after attaining a master's degree) needs to pass the admission examination organised by the universities respectively (Zhang, 2004:6).

Chinese universities are located throughout the country. Among the high-ranking universities (WCTC, 2013), those which offer public policy courses in the field of public administration and which contribute to policy capacity building of the Chinese government are the Universities of Peking (Northern China area), Zhejiang (Eastern China), Huazhong (South-Central China), and Sichuan (Western China). All of these universities have a Department of Public Administration and offer policy courses like

Public Policy Analysis to students at undergraduate and postgraduate level. Table 4.1 below indicates four of the top-ranking Chinese universities as determined by the Chinese government ranking system, where Public Policy as an undergraduate (UG) and postgraduate (PG) subject is included in their Public Administration curriculum.

Table 4-1: Examples of Chinese universities that include Public Policy as a subject in their Public Administration curriculum

Area, city	Education and training institute		Public administration academic unit where public policy course is offered		Course name including policy capacity	Reference
	Name	Tier				
North, Beijing	Peking University	1 st	Department of Politics and Public Administration	UG	Analysis of Public Policy	PU (2013)
				PG	Policy Science	
East, Hangzhou	Zhejiang University	2 nd	Department of Public Governance	UG	Public Policy	ZU (2013)
				PG	Public Policy making and Analysis	
South Central, Wuhan	Huazhong University of Science and Technology	3 rd	Department of Public Administration	UG	Policy Analysis	HUST (2013)
				PG	Policy Analysis	
West, Chengdu	Sichuan University	4 rd	Department of Public Administration and Public Policy	UG	Public Policy Analysis	SU (2013)
				PG	Public Policy Analysis	

Source: Adapted from Wikipedia.org (2013)

In Table 4.1 it is clear that Public Policy Analysis is the main policy course offered in public administration degree programmes and departments at the four high-ranking Chinese universities. It can therefore be concluded that policy analysis will also be offered by low-ranking universities since it is viewed as important by the high-ranking universities. For these universities, Public Policy Analysis includes aspects on conceptual foundations of policy analysis as well as aspects of China's public policy. These policy analysis knowledge and skills are also in line with the emphasis on policy knowledge and skills mentioned in Table 2.5, in the reference to the UK government, the Harrison Institute of Public Law and the Wilfred Chinthochi. According to Wu, Lai

and Choi (2012:384), Public Policy Analysis in China has a strong practical orientation that essentially requires an individual to have policy skills to:

- identify policy problems;
- determine the criteria for making policy decisions;
- develop policy options; and
- predict policy outcomes as components of public policy education and training.

These authors also believe that “given the practical orientation in the study of public policy, the development of skills and craft in conducting policy analysis is an essential component of public policy education” (Wu et al., 2012:385). The Public Administration departments mentioned above aim to –

- educate students with special abilities in theory studies and practical applications in public affairs;
- foster research talents of public policy studies; and
- work to cultivate elites in the fields of public administration to form good leaders in government.

Chinese civil service training is organised by the Organisational Department in the Central Committee of the Communist Party of China as well as the local Communist party committees (IRG, 2006). Categorically, civil service training is classified into ministry, bureau or country-level officials on the basis of managerial hierarchies and with different content and themes (IRG, 2006). The types of civil service training include different course contents grouped either into basic course categories (such as political theory, administrating according to law, public administration, and economic and social development) or grouped into special courses offered to civil servants in different groups and at different levels with different requirements. The training is provided to:

- newly recruited civil servants;
- those civil servants busy preparing for higher positions or after a promotion has been made;
- in meeting the requirements of a specific position; and
- getting up to date on service provisions (IRG, 2006:).

Special training is also provided to civil servants in accordance with the knowledge and skills they need in their specific work (Yang et al., 2012:175). Table 4.2 below indicates how the civil service training curriculum in the PRC approaches different categories of the civil service training system with varied course groups and course content.

Table 4-2: Civil service training curriculum in the PRC

Category of training	Course group	Course content
Basic course	<ul style="list-style-type: none"> Political Theory 	<ul style="list-style-type: none"> classical works of Marxism establishing and carrying out the scientific development outlook building a harmonious society
	<ul style="list-style-type: none"> Administering according to law 	<ul style="list-style-type: none"> constructing a government of law administrative institutional reform Civil servant law and civil servant system
	<ul style="list-style-type: none"> Public Administration 	<ul style="list-style-type: none"> improvement of government's public administration level government's urgent administration government's function
	<ul style="list-style-type: none"> Economic and Social Development 	<ul style="list-style-type: none"> establishing and perfecting the socialist market economy regional economy and social development
Special course	Determined by different requirements of civil servant in different groups and at different levels such as:	
	<ul style="list-style-type: none"> Newly appointed civil servants 	<ul style="list-style-type: none"> the position of governmental function investigation and research writing of official documents
	<ul style="list-style-type: none"> In-service public officers 	<ul style="list-style-type: none"> methods and art of leadership improvement of ability of public administration improvement of ability of making decisions
Special training	Determined by the knowledge and skills needed by the civil servants in their special work such as:	
	<ul style="list-style-type: none"> Special training of social administration 	<ul style="list-style-type: none"> administration of non-governmental organisations governmental reform in global administration method choice of social administration
	<ul style="list-style-type: none"> Special training for emergency management of unexpected 	<ul style="list-style-type: none"> governmental emergency management correct treatment of media

Source: IRG (2006)

Table 4.2 shows that the curriculum contents of the training are designed with basic courses grouped into Political Theory, Administration according to the Law, and Public Administration, and specialty courses determined by different requirements of civil servants in different groups and at different levels and according to the knowledge and skills needed by the civil servants in their specific work. Subjects dealing with public policy are categorised as basic courses, and are identified particularly for the public administration course group since public policy course content mainly addresses the issues of improving government policy performance as an aspect of public administration.

Civil service training in PRC takes place in administrative colleges at national and local level or other training institutes (DPADM, 2006c:11). Yang et al. (2012:173) state that schools at all levels of administration, Chinese civil service training centres like the China Executive Leadership Academy, as well as institutions of higher learning, scientific research institutes and training centres currently undertake the training of civil servants. Table 4.3 depicts the civil service training institutions in the PRC as presented by Yang et al. (2012:174).

Table 4-3: Party schools of administration to train civil servants in the PRC

Independently established schools of public administration	Institutions established through combination of party schools with		Civil servant training centres		Type of trainees	Places for training
	Schools of administration	Other training institutes	Main centre	Sub-centres		
	Example	Example	China Executive Leadership Academy (in cities of Yan'an, Jinggangsha, and Pudong)	Provincial and municipality training centres	Senior civil servants Mid-level and junior civil servant	National School of Public Administration Local schools of public administration
Example National School of Public Administration	Nanning Institute of Administration	Shanxi Provincial Institute of Public Administration				

Source: Yang, Wu, Fan, Xu, Xiaolin, Chen and Tao (2012:174)

Table 4.3 shows that training is being provided to Chinese civil servants through a number of training institutions, for example universities, colleges, party schools and schools of administration in which senior, mid-level and junior civil servants are separately trained. Such training institutions can be new establishments like the National School of Public Administration or those established as a result of the merging of schools of administration either with party schools or other education and training institutions (such as institutes for economics and management) to result in the establishment of the Nanning Institute of Administration and the Shanxi Provincial Institute of Public Administration respectively. The table also indicates that senior and mid-level civil servants can join further capacity building schemes at the three Chinese national education and training centres, namely the China Executive Leadership Academy, found in the cities of Yan'an, Jinggangshan and Pudong (Yang et al., 2012:174).

From the party schools and schools of administration comes the Chinese Academy of Governance (CAG), formerly the China National School of Administration. CAG was established in 1994 following the decision by the First Session of the National People's Congress in 1988 to create a civil service system at national level (IRG, 2006). The Academy is a ministerial-level institution as its leadership comprises the state councillor and secretary of the communist party committee to ensure that the views of the Communist Party of China are closely followed in the institute (IRG, 2006). The CAG undertakes scientific research on theories of public administration, consults with government on public policy issues, and trains strategic- and tactical-level civil servants and high-ranking policy researchers. The Departments of Research and of Public Administration and Policy in the CAG are among those internal bodies created in order to assist the Academy to carry out the tasks mentioned above (CAG, 2010).

The CAG specifies its main functions to include the following (GAG, 2010):

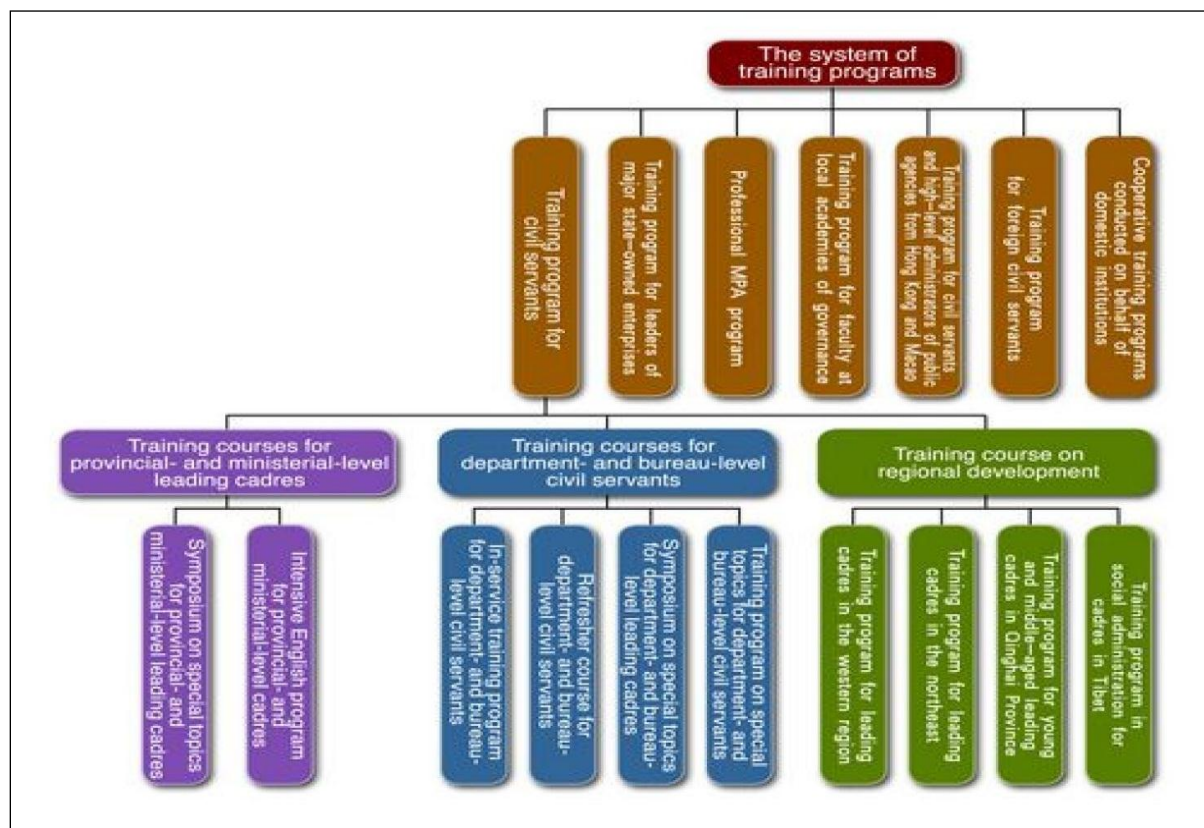
- training to:
 - civil servants at provincial and ministerial level and at department and bureau level;

- reserve a force of outstanding young and middle-aged party members;
- civil servants from the Hong Kong and Macao special administrative regions on behalf of their governments;
- high-level and mid-level civil servants of foreign governments who have come to China for training;
- leaders of major state-owned enterprises, and carry out training programmes commissioned by departments and localities; and
- state emergency management personnel;
- consultative research as regards:
 - emergency management policy and engagement in international exchanges and cooperation; and
 - important issues concerning the training of civil servants, and participation in formulating government's principles and policies concerning the training of civil servants;
- scientific research as regards:
 - major issues concerning the work of the Communist Party of China and government; and
 - areas where education is needed;
- policy suggestions and recommendations to the Central Committee, the State Council and other relevant departments;
- the development of master's and PhD programmes in its main fields of work, and accepting international students and visiting scholars;
- the provision of professional guidance for local academies of governance, and training of faculty members of those academies; and
- the carrying out of exchanges and cooperation with institutes of governance and civil servant management bodies of foreign countries (regions) and relevant international organisations and academic organisations.

This means that the CAG is the Communist Party (CP) training and research institute which was mainly established to train department- and bureau-level civil servants and

leading cadres with communist-based administrative capacity. Figure 4.1 shows the system of training used in the academy and the way it is structured.

Figure 4-1: The CAG system of civil service training in the PRC



Source: Chinese Academy of Governance (2010)

Figure 4.1 shows that the training programmes for civil servants include in-service training programmes, refresher courses, symposiums on special topics, and training programmes on special topics (training courses for department- and bureau-level civil servants), training programmes for leading party members in the western region, for young and middle-aged leading party members in Qinghai Province, and courses on regional development in social administration (for party members in Tibet), and intensive English programmes and symposiums on special topics (for provincial and ministerial-level leading party members).

In the PRC, policy courses are included in formal education at top universities and in training programmes for leading cadres and high-ranking civil servants. Since policy

education is included in both formal degree programmes and informal training programmes it can be concluded that the PRC views policy education as important knowledge for civil servants.

After the overview of policy education and training in the PRC, public administration education and training programmes in the USA, which might include policy knowledge and skills are discussed.

4.5 OVERVIEW OF THE UNITED STATES OF AMERICA

The present day USA, commonly referred to as the United States (US), was recognised as the new nation state when Britain's American colonies became independent in 1776 following the Treaty of Paris (CIA, 2014). More new states were added as the nation expanded across the North American continent. The US government is identified as a Constitution-based federal republic with a representative democratic tradition (CIA, 2014). The Constitution divides the FGE into legislatives that makes laws, the executive branch which carries out the laws, and the judicial branch referring to the courts that evaluate laws (U.S. Federal Government, 2014). The system of checks and balances to distribute power among these three branches of government whereby each branch exercises some form of power over the others is the defining characteristics of the US Constitution (Ster, 2004:4). The US Senate and the US House of Representatives constitute the legislative branch. The executive branch includes the president, vice-president, and 15 departments enumerated below and numerous agencies (Ster, 2004:15):

- Department of Agriculture (USDA)
- Department of Commerce (DOC)
- Department of Defence (DOD)
- Department of Education (ED)
- Department of Energy (DOE)
- Department of Health and Human Services (HHS)

- Department of Homeland Security (DHS)
- Department of Housing and Urban Development (HUD)
- Department of the Interior (DOI)
- Department of Justice (DOJ)
- Department of Labour (DOL)
- Department of State(DOS)
- Department of Transportation (DOT)
- Department of the Treasury
- Department of Veterans Affairs (VA)

These departments and agencies run the administration of the US government and thus constitute the US civil service system. The next topic presents an overview of the US civil service.

4.6 OVERVIEW OF THE CIVIL SERVICE IN THE USA

The administration of the US government is based on major principles of checks and balances, competence, and the need for systems to protect against human unreliability (UNDESA, 2003:4). In view of this, the US government established a system of checks and balances in its civil service with a major government-wide Civil Service Reform Act (CSRA) in 1978(Profession in Perspective, 2013). Management flexibility with a focus on the civil service efficiency on the one hand and the protection of a merit-based civil service, with a focus on individual rights on the other, needs to be balanced (Profession in Perspective, 2013). This was performed through interactive relationships among separate agencies, namely the Office of Personnel Management (OPM), the US Merit Systems Protection Board (MSPB), the US Equal Employment Opportunity Commission (EEOC), and the Office of the Special Council (OSC), formed with responsibilities derived from the former Civil Service Commission.

Accordingly, the Civil Service Reform Act established the OPM to administer the federal government human resources and work to execute the federal human resource policies

(DPADM, 2006a:11). The US OPM states that the merit system principle provides a framework for responsible behaviour and is a key factor to mission success (OPM, 2014). The OPM asserts that merit system principles reinforce and directly support civil service performance management toward effectiveness. Accordingly, appropriate public administration education and training programmes aimed at providing knowledge and skills are being undertaken in the US.

4.7 PUBLIC ADMINISTRATION EDUCATION AND TRAINING PROGRAMMES IN THE USA

The USA has a history of formal civil service education that dates back to an article entitled “The study of administration” by Woodrow Wilson that led to the study of public administration. In this article, Wilson (1887:197) emphasises that only careful study of administration enables a government to identify things it can properly and successfully do and determine the ways by which it can efficiently and economically perform the things it discovered as proper. In doing so, the history and subject matter of administrative study, its methods of development and political concepts that are useful to government need to be established.

The premise that, for new knowledge to have an effect on the real world there should necessarily exist a specific group or class of agents as a social moderniser sparked Wilson’s ideas about administration (Thorsen, 1989:21). Wilson (1887:198) considers political administration as government in action and argues that administration should be treated as a science field of study by its own. For Wilson (1887:199), the science of administration properly positions the government course of action, makes government business less business-like, reorganises its institutional setup, and accomplishes its duties with achievements. In his article, Wilson advocates for merit-based assessment, arguing that the effectiveness of public service is improved only through management and by training civil servants (Wilson, 1887:201). The separation of politics and administration, one of the concepts which Wilson advocated, remained as a subject of lasting debate.

Currently, education and training in the US are decentralised and that it is under the discretion of each federating state system (Malgorzata & Simon, 2010:28). The country has 1 700 public universities and colleges (Statistics Brain, 2014), and has public administration programmes and national associations for practitioners such as the American Society for Public Administration (ASPA), the National Academy of Public Administration (NAPA), the Association for Public Policy Analysis and Management (APPAM), and the National Association of Schools of Public Affairs and Administration (NASPAA) (Raadschelders, 2011:140). NASPAA originated out of ASPA, which is the largest professional association in public administration (NASPAA, 2014). The Association changed its name from American Society for Public Administration to Network of Schools of Public Policy, Affairs and Administration in June 2013 (NASPAA, 2014). It is a network of schools (currently 285 member schools across the US and in 14 other countries) offering education in public policy, public affairs, public administration, and public and non-profit management, with a global standard guideline for public service education to ensure excellence in education and training for the public service (NASPAA, 2014). Currently, 170 master's degrees in public administration, public policy and public affairs are accredited by the Network of Schools of Public Policy, Affairs, and Administration (See Appendix 2/b for more information) (NASPAA, 2014).

For an eligible admission, universities in the US require students to have completed a high school diploma or examination results of English language ability, and usually a good score on one of the US university admissions tests like the Scholastic Aptitude Test (SAT) and the American College Testing Achievement (ACT) in specific subject areas. Admission decisions are made by the institution and its staff on a case-by-case basis upon receipt of completed applications for admission by prospective students (US Department of State, 2014; EuroEducation.net, 2014).

Like those of China, US universities are also situated throughout the country and are also ranked according to quality (WCTC, 2013). Among the top ten universities those

which offer public policy courses in the subject of public administration and therefore contribute to policy capacity building of US civil servants include:

- the Maxwell School of Citizenship and Public Affairs at the Syracuse University;
- the Department of Public Administration and Policy at the University of Georgia;
- the School of Public Affairs and Administration at the University of Kansas;
- the School of Public and Environmental Affairs at Indiana University; and
- the John F Kennedy School of Government at Harvard University (Best Grad Schools, 2014; NASPAA, 2014).

All these universities have a Department of Public Administration and offer policy courses that include Public Policy Analysis as can be seen in Table 4.4 below.

Table 4-4: Examples of US universities that include public policy subject in their Public Administration curriculum

Area, city	Education and training institute		Public administration academic units		Course name including policy capacity	Reference
	Name	Rank				
New York	Syracuse University	1 st	Maxwell School of Citizenship and Public Affairs	UG	An Introduction to the Analysis of Public Policy	(Syracuse University, 2014)
				PG	Fundamentals of Policy Analysis	
Georgia	University of Georgia	2 nd	School of Public and International Affairs	UG	-----	(University of Georgia, 2014)
				PG	Economic Foundations of Policy Analysis	
Indiana	Indiana University	3 rd	School of Public and Environmental Affairs	UG	Policy Analysis	(Indiana University, 2014)
				PG	Public Policy Analysis	
Massachusetts	Harvard University	4 th	John F Kennedy School of Government	UG	-----	(Harvard University, 2014)
				PG	Policy Analysis	
Kansas	University of Kansas	5 th	School of Public Affairs and Administration	UG	Policy Analysis	(University of Kansas, 2014)
				PG	Policy Analysis and Programme Evaluation	

Source: Adapted from NASPAA (2014); US News Grad Compass (2013)

Table 4.4 shows that policy analysis is the main policy course offered in public administration degrees at the five high-ranking public administration universities in the USA. Policy analysis is offered at both undergraduate level and postgraduate level at the universities of Syracuse, Indiana and Kansas, while the University of Georgia and Harvard University offer policy education at postgraduate level only. These policy analysis courses include practice in the skills of applied policy analysis, fundamental research techniques associated with analysing possible solutions to policy problems, the techniques to identify, dissect and evaluate policy effectiveness and improve policy outcomes (Harvard University, 2014; University of Kansas, 2014). Policy analysis also focuses on knowledge about government regulations of social and economic activities as well as interpreting public policy, defining policy problems and generating alternatives for possible solutions, public policy and uncertainty, efficiency, distribution and general competitive analysis (University of Georgia, 2014). Policy alternatives and making an analysis of policy are also included by the UK government, the Harrison Institute of Public Law and Wilfred Chinthochiin the policy knowledge and skills mentioned in Table 2.5 as important knowledge and skills for civil servants.

As far as training by government is concerned, each government office in the US has the authority to administer its own education and training programmes (DPADM, 2006a:13). Each government office is thus expected to establish policies governing its employees' education and training, and each employee in the office is responsible to complete and apply for authorised education and training in an effective way (USGPO, 2013). The Training and Executive Development Group at the US OPM ensures that the civil service training and education programmes in the country are designed to facilitate human capital investment in government leadership, knowledge and talent management (USGPO, 2013). The group is responsible for developing and promulgating training and development policy frameworks and strategic advice and guidance that enhance effective learning and development programmes in government offices and support leadership–employee engagement strategies (OPM, 2013).

Academies, such as the US National Academy of Public Administration (NAPA) and the US OPM Centre for Leadership Development, provide support in addressing significant management challenges in areas that include strategy development and implementation (NAPA, 2013) and transforming leaders to serve the federal government better. NAPA was established in 1967 as an independent, non-profit and non-partisan organisation with the aim of assessing government leaders as chartered by the US Congress to provide non-partisan expert advice and insights on major issues of public management, as well as advisory services to government agencies (NAPA, 2013). The US OPM Centre for Leadership Development offers educational programmes on leadership, an executive master's in public administration (MPA) and courses accredited by the American Council on Education (ACE) for undergraduate or postgraduate students that include, among others, conflict resolution skills and leadership skills.

Policy awareness is also provided by the OPM's Centre for Leadership Development. Policy awareness includes courses covering subjects such as the Dynamics of Public Policy, Federal Budgetary Policies and Processes, Federal Regulatory Policy, National Security Policy, and Science and Technology Policy (CLD, 2014). The courses are offered with a particular emphasis on improving civil service policy competencies, such as the competence to understand national and international policies. The objectives and competencies emphasised in policy awareness courses are indicated in Table 4.5.

Table 4-5: Objectives and competencies in policy awareness courses

Policy awareness course category		
Course	Central objective	Competencies emphasised in the course
• Dynamics of Public Policy	In-depth view of how government works	Creativity/innovation, external awareness, influencing/negotiating, political knowhow
• Federal Budgetary Policies and Processes	Preparing and presenting a winning budget	Conflict management, external awareness, influencing/negotiating, flexibility, and problem solving
• Federal Regulatory	Realising key	Customer service, external awareness

Policy	points of decision, access and influence	flexibility, influencing/negotiating, political knowhow
<ul style="list-style-type: none"> • National Security Policy 	Understanding national security in a global context	External awareness, influencing/negotiating, political knowhow, problem solving, strategic thinking
<ul style="list-style-type: none"> • Science, Technology, and Public Policy 	Responding to the challenges of the 21st century	Accountability, external awareness, influencing/negotiating, political knowhow, problem solving

Source: Centre for Leadership Development (2014)

Table 4.5 shows that the US OPM Centre for Leadership Development trains civil servants in awareness of the federal budgetary, regulatory policy, national security, and science and technology policies of the country in particular and the dynamic nature of its public policies in general. The courses are intended to –

- provide civil servants with an in-depth view of how the US government works;
- help civil servants understand the factors that affect national security in a global context;
- develop a sound budget and secure government support;
- realise key points of decision, access and influence; and
- anticipate and respond to the contemporary social, economic and political challenges.

All the policy courses emphasise the policy capacities to understand and keep up to date on local, national, and international policies and trends. The US does not have a higher educational institution specifically and only dedicated to the education of civil servants but the Centre for Leadership Development (CLD) in the OPM has established a partnership with the American University (a private, coeducational, liberal arts curriculum, doctoral and research-based university in Washington) to provide civil servants with a degree programme (CLD, 2014). The School of Public Affairs in the American University offers certificate programmes, undergraduate and postgraduate degrees in the fields of political science, government, justice and society, public policy, and public administration and policy (American University, 2014). Undergraduate policy

degrees in the subjects of Public Administration and Policy include advanced studies in Public Policy, Implementation of Environmental Policy, and courses on justice, woman and politics, drug and crime (American University, 2014). Postgraduate policy courses at master's level include Policy Analysis, Policy and Management (focusing on social, health, science and technology and environmental policies) and Foundations of Policy Analysis (American University, 2014). The doctorate in Public administration includes Public Policy courses that focus on subjects like Economics for Policy Analysis and Quantitative Methods for Policy Analysis, and a seminar in policy implementation.

As far as the executive MPA degree at the School of Public Affairs in American University is concerned, policy education and knowledge forms an important part of the curriculum as can be seen in Table 4.6.

Table 4-6: Executive MPA curriculum in the School of Public Affairs

<div>Executive leadership MPA curriculum</div> <div>Competencies emphasised in OPM executive core qualifications (ECQ) for policy awareness course category</div>	Leadership for key executives	Executive Clarity – thinking and writing	Legal issues in public administration	Public Managerial Economics	Budgeting & Financial Management	Managing Technology in the Information Age	Organisation Diagnosis and Change	Executive Problem Solving	Language of Statistics	Acquisition Management	Politics, Policy making and Public Administration	Programme Evaluation	Strategic HR Management for Executives	Public Marketing & Strategic Communications	Ethics for Public Managers	Action Learning
	ECQ 1. Leading Change															
	1. Creativity & innovation	X					X	X						X		X
	2. External awareness	X	X	X		X	X	X		X	X	X		X	X	X
	3. Flexibility	X					X	X			X			X		X
	4. Strategic thinking	X	X			X	X	X			X	X		X		X

ECQ 2. Leading People																
5. Conflict management	X		X				X	X			X		X	X	X	X
ECQ 3. Results Driven																
6. Accountability	X				X		X	X			X	X	X		X	X
7. Customer service							X	X			X		X	X		X
8. Problem solving	X		X	X	X	X	X	X		X	X	X	X	X	X	X
ECQ 4. Business Acumen: No policy competency is tied to this																
ECQ 5. Building Coalition																
9. Political knowhow	X				X		X	X			X			X	X	X
10. Influencing/negotiating	X	X			X		X	X		X	X		X	X	X	X

Source: Adapted from the American University School of Public Affairs (American University, 2014).

Table 4.6 shows the policy competencies emphasised in the executive MPA curriculum at the School of Public Affairs, American University. For example external awareness, flexibility and strategic thinking (in ECQ 1 Leading Change), conflict management (in ECQ 2 Leading People), accountability, customer service and problem-solving (in ECQ 3 Result Driven), and political knowhow and influencing/negotiating (in ECQ 5 Building Coalition) were emphasised along with policy making and public administration. The US News & World Report ranks the School of Public Affairs at American University 12th top school in public affairs, and 8th top school in public management and administration in the United States (Best Grad Schools, 2014).

From the above it is clear that Public Administration as a subject of study has deep roots in the USA. Policy analysis and making is offered extensively as part of public administration degrees at universities in the USA. The policy education provided in the USA supports the statements made in Chapter 1 of this research by Wessels (2010:182 & 188) and Yildiz et al. (2011:343 & 344) that policy education and training is becoming increasingly important around the world and that modules in policy making skills, policy analysis, applying theory and analysing data to solve policy problems, and becoming effective policy makers or policy analysts could benefit any civil servant or government. Both the PRC and the USA provide formal policy education in universities as well as additional training in policy for civil servants. It can therefore be concluded that, if two of the world's leading economies view policy knowledge and education and training as important for the effective and efficient functioning of the civil service, other countries, such as Ethiopia, could also benefit in this regard.

4.8 CONCLUSION

This chapter provided an overview and examples of public policy education and training programmes that are currently being used by the USA and the PRC to improve the policy capacity of civil servants. It was shown that public policy knowledge and skills are increasingly being used in the civil service. Public administration education and training courses that address public policy capacity of civil servants in both the US and the PRC are provided by universities and colleges that are distributed throughout the countries.

Public policy making and analysis are offered in public administration education and training programmes in both the USA and the PRC indicating the importance of studying policy.

The next chapter provides an overview of higher education in Ethiopia and civil service education and training programmes at universities and training institutions in the country. The chapter will consider whether the programmes currently being used include public policy capacity to provide incumbent civil servants with the policy knowledge and skills that they need to perform properly when executing public policy processes.

CHAPTER 5

PUBLIC ADMINISTRATION EDUCATION AND TRAINING PROGRAMMES IN THE ETHIOPIAN CIVIL SERVICE

5.1 INTRODUCTION

Public policy education and training programmes being undertaken to improve the policy capacity of civil servants in the USA and the PRC were discussed in Chapter 4. Chapter 5 considers education and training programmes currently being used in Ethiopia. The chapter therefore provides a comprehensive overview of the education and training programmes provided to civil servants in Ethiopia.

Chapter 5 refers to public administration education especially since a number of universities in Ethiopia have a department responsible for public administration education. This chapter will include an overview of educational degrees awarded to students after completing undergraduate and postgraduate public administration education at a number of Ethiopian universities. These degree and training programmes will be evaluated to determine whether they include any public policy knowledge and skills that can support civil servants when executing public policy processes. The chapter further provide an overview of the higher education landscape in Ethiopia as well as the civil service education and training setting in Ethiopia in order to propose a framework for assessing the accessibility of public policy capacity building interventions for Ethiopian civil servants.

The chapter consists of a comprehensive literature study that relied on the reading and analysing of books and journal articles to get a clear understanding of the civil service education and training setting in Ethiopia. Preparation for the chapter also included a comprehensive internet search to find relevant information about the civil service education and training programmes in Ethiopia. Where the curriculums of an education and training institution were not available, the institution was contacted by telephone to obtain the curriculums being used. After obtaining the calendar or yearbook of a

particular education and training institution, the curriculum being used was analysed to determine whether public policy knowledge, education and skills were included.

5.2 OVERVIEW OF HIGHER EDUCATION IN ETHIOPIA

Higher education in Ethiopia has a short history going back to the 1950s, which makes it relatively young (Teshome, 2003:1) The Ethiopian Ministry of Education (MoE) states, “Higher Education in Ethiopia includes education programmes which are offered as undergraduate degree for three, four or more years and specialisation degrees such as Masters and PhD programmes” (MoE, 2012:57). According to Saint (2004:84) Higher education in Ethiopia was initiated only in 1950 with the founding of the University College of Addis Ababa followed by the establishment of six specialised technical colleges during the 1960s and 1970s. In 1961, the University College of Addis Ababa was restructured to expand into a university (Encyclopaedia Britannica, 2013:) and Teshome (2003:2) describes that postgraduate-level education and training at Addis Ababa University started in 1979, followed by Haromaya University in 1984.

More recently, in conformity with the formation of a federal parliamentary form of government and decentralisation of the state system (HPR, 1995b: 102), a national policy to guide education and training activities in general, the National Education and Training Policy, was adopted in 2001. This policy (MoE, 1994:15) states that the objective of education and training in Ethiopia is to –

- Develop the physical and mental potential and the problem-solving capacity of individuals;
- Develop citizens who:
 - Can take care of and utilise resources wisely, who are trained in various skills;
 - Respect human rights, stand for the well-being of people, as well as for equality, justice and peace, endowed with democratic culture and discipline;

- Differentiate harmful practices from useful ones, seek and stand for truth, appreciate aesthetics and show a positive attitude towards the development and dissemination of science and technology in society; and
- Cultivate the cognitive, creative, productive and appreciative potential of citizens.

Subsequently, the number of education and training institutes at university level has increased mainly due to the mergers and expansion of former colleges and the establishment of new universities in each federating state. Consequently, the number and area coverage of higher education and training institutions have increased and expanded, giving more opportunities for higher education and training in Ethiopia (Mekasha, 2005:104).

Admission to university-level education requires a student to complete tenth grade plus two/three preparatory school levels successfully, and to pass the Ethiopian Higher Education Entrance Examination (MoE, 2011). The curriculums or training, which the Ethiopian universities develop, contain programmes leading to the awarding of diplomas, first degrees, second degrees or medical specialties, master's degrees and/or doctoral (PhD) degrees (HPR, 2003:2237). According to the Ethiopian Ministry of Education (MoE, 2011), the first stage of education at university level leads to the bachelor's degree after three to four years of study. A student in any Ethiopian university is eligible to graduate with a bachelor's degree provided he or she earns a cumulative grade point average of 2.00 out of 4.00 or better in all coursework taken throughout the three or four years of study. The University Senate of each university, therefore, awards credentials above undergraduate diplomas and provides undergraduate and postgraduate degrees or diplomas (HPR, 2009:4985).

All Ethiopian universities award undergraduate degrees with different qualifications for example Bachelor of Arts (BA), Bachelor of Sciences (BSc) in various disciplines, and Bachelor of Law (LLB) as the first stage of university-level education. The Ministry of Education (2011) also states that the second stage of education at university level leads to a master's degree after a minimum of two years of further study. The qualifications at this level include a master's in arts (MA), a master's in Sciences (MSc) and a master's

in law (LLM). Currently, not all departments in Ethiopian universities award masters or doctoral degrees. The third stage of university level education, a doctoral degree, is conferred after three years of study beyond the master's degree at selected universities.

The merging and expansion of colleges into universities and the establishment of new universities that started in 1995 resulted in the formation of the following higher education and training institutions, which provide general undergraduate and postgraduate education in a number of subjects in Ethiopia (MoE:2012:57).

1. Universities established before 1991

- **Addis Ababa University**, one of the only three universities before 1991
- **Haromaya University**, one of the only three universities before 1991
- **Asmara University**, now in the sovereign state of Eritrea

2. Colleges expanded to be Universities after 1991

- **Adama University**, which expanded from Nazareth Technical College
- **Ambo University**, the former Ambo Agricultural College
- **Arba Minch University**, the former Arba Minch Water Technology Institute
- **Dilla University**, the former Dilla College of Teachers' Education and Health Sciences
- **ECSU**, formerly the Ethiopian Civil Service College
- **Gondar University**, expanded from Gondar Public Health Education and training College

3. Universities established as a result of a merging process after 1991

- **Bahir Dar University** was inaugurated on 6 May 2000 as a result of the merger of Bahir Dar Polytechnic College and Bahir Dar Teachers' College
- **Hawassa University** was established at Hawassa city in April 2000 by merging Awassa College of Agriculture and Wondogenet College of Forestry
- **Jimma University** was established in December 1999 after the merger of Jimma College of Agriculture and Jimma Institute of Health Sciences

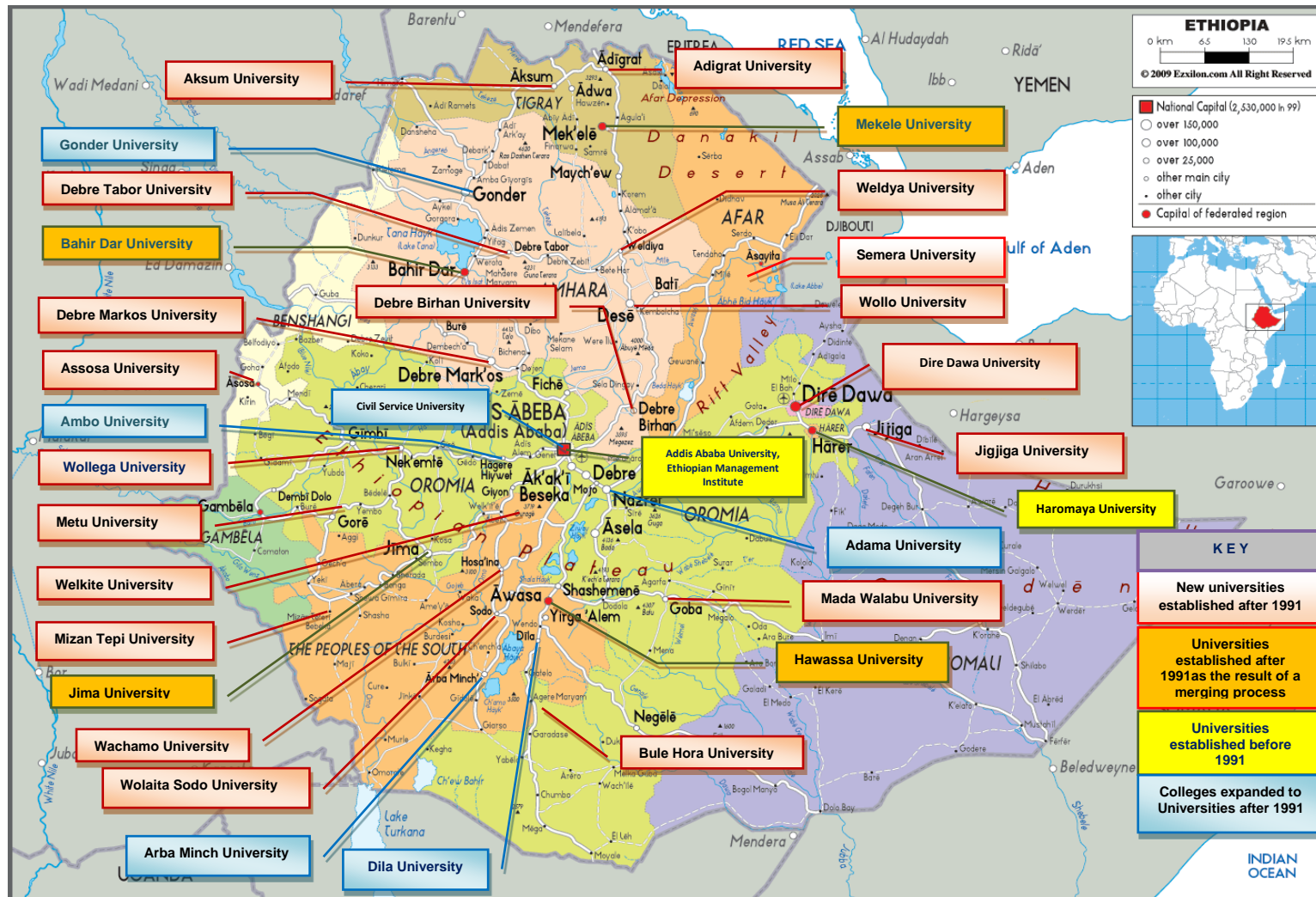
- **Mekelle University** was established in May 2000 as a result of the merger of Mekelle Business College and Mekelle University College

4. Universities established after 1991

- Addis Ababa Science and Technology University
- Adigrat University
- Aksum University
- Assosa University
- Bule Hora University
- Debre Berhan University
- Debre Markos University
- Debre Tabor University
- Dire Dawa University
- Jigjiga University
- Mada Walabu University
- Metu University
- Mizzan Tepi University
- Semara University
- Wachemo University
- Weldya University
- Welkite University
- Wolaita Sodo University
- Wollega University
- Wollo University

From the above it is clear that there are currently 32 public universities in Ethiopia. Figure 5.1 below indicates where these universities are situated in Ethiopia.

Figure 5-1: Public universities in Ethiopia



Source: Adapted from IDP (2012:)

Figure 5.1 shows that public universities in Ethiopia are distributed throughout the country, even in remote areas. This gives many opportunities for higher education and training throughout the country. All these universities are administered by the Ministry of Education or the FGE organ since each one of them has been established by the regulations of the Council of Ministers (HPR, 2003:2237).

Currently, Ethiopia has 443 618 students, of which 116 212 are female, enrolled in the above-mentioned thirty-two government universities undertaking undergraduate and postgraduate education (MoE, 2012:58 & 61). In the next section, the requirements for civil service education and training in Ethiopia are considered.

5.3 REQUIREMENTS FOR CIVIL SERVICE EDUCATION AND TRAINING IN ETHIOPIA

Any higher education and training institution in Ethiopia may develop a curriculum which has programmes leading to the awarding of a diploma or degrees (HPR, 2003:2237). The same institution may also give short-term training to improve qualifications or for imparting knowledge and skills in specific fields (HPR, 2003:2239). With respect to the content of a curriculum, the Higher Education Proclamation No. 650/2009 (HPR, 2003:2238) emphasises that higher education or training offered at any institution in Ethiopia should:

- focus on experience and student (trainee) participation;
- appreciate practice-oriented training;
- take the social, economic and political situation of the country into consideration;
- encourage independent thinking and reflect modern views; and
- aim at problem solving.

The Ministry of Council Regulation No.261/2011 provides for the establishment of a quality assurance body for higher education and training in Ethiopia, namely the Higher Education Relevance and Quality Agency (HERQA) (Council of Ministers, 2011). This agency has the power and duty to guide and regulate the higher education sector in the

country. The objective of the agency is to supervise the relevance and quality of higher education offered by any institution, and its functions include (HPR, 2006:5039–5041):

- ensuring that higher education and training offered at any institution are in line with economic, social and other relevant policies of the country;
- developing and implementing clearly designed evaluation and accreditation criteria and procedures;
- evaluating whether the relevance and quality enhancement system of institutions are capable of ensuring quality in higher education; and
- advising the MoE in respect of merger, division, closure or change of name of institutions in accordance with the provisions of this Proclamation;

Among the key aspects of operation, which HERQA identified as points of focus while conducting quality audits in the Ethiopian higher education institutes, is internal quality assurance. This focus area requires any institution offering higher education and training to (HERQA, 2006:12):

- have a policy and associated procedures for the assurance of the quality and relevance of their programmes;
- commit their resources explicitly to the development of a culture which discerns the importance of relevance, quality and quality assurance in all their work; and
- develop and implement a strategy for continuous enhancement of quality.

HERQA has not given particular prominence to public administration education and training. It has however audited the ECSU from 27–30 December 2011 (ECSU, 2012a). The audit had a bearing on the relevance and quality of the education that the ECSU offers in general. This general approach, however, does not help to ensure a specific high quality and relevant education and training system in public administration (HERQA, 2006:3). HERQA only considers inputs and processes as well as outcomes regarding what public administration education and training should look like and how it should function in Ethiopia (HERQA, 2006:4). Unfortunately, HERQA does not perform

as other accreditation institutions in other parts of Africa, such as the South African Qualification Authority (SAQA) does for public administration education and training in the Republic of South Africa (RSA) (Van Jaarsveldt, 2010:67). Amongst others, SAQA states that public administration education should emphasise policy capacity building with the inclusion of policy analysis and management as one of the eleven main categories of unit standards proposed for public administration education (Van Jaarsveldt, 2010:68).

For a government to get its civil servants trained and educated, the standards of public administration education and training and the quality of the higher education system, particularly public administration education and training, need to be enhanced by adopting innovative methods which include the periodic revision of the public administration curriculum in higher education and training institutions (Mishra, 2012:2). Accordingly, Departments of Public Administration at the Ethiopian universities are expected to produce skilled work force in quantity and quality that will serve the country and provide quality civil service (HPR, 2003:2237). This necessitates having and meeting standards of excellence for civil service training. The civil service education and training setting through which the requirements for civil service education and training are met in Ethiopia is discussed next.

5.4 THE CIVIL SERVICE EDUCATION AND TRAINING SETTING IN ETHIOPIA

Education and training in the ECS began with the establishment of the Imperial Institute of Public Administration (see section 2.4) in July 1956 to improve the performance of government through education and training services rendered to civil servants at all levels (EMI, 2012). Since 1967, the EMI took over the role of educating and training civil servants. EMI ceased to play this role with the establishment of an ideological school entrusted to train professional civil servants according to Marxist–Leninist doctrine in 1976 (Keller, 2014: 231). The EMI was reorganised in 1984 as a national management development organisation to serve the private sectors and non-governmental

organisations (NGOs) as well (EMI, 2012). The ideological school was closed down in 1991, and the Ethiopian Civil Service College, later the ECSU, along with the EMI and other state education and training institutes in the country, took over the responsibility in 1995 to carry out the education and training of Ethiopian civil servants (ECSU, 2012a).

The types of education and training institutions during the time of both the imperial and military regimes were mainly those of pre-service education and training (see section 2.4) through which individuals were prepared to enter a certain kind of professional job and earn a certificate, diploma or degree (Halim & Ali, 1988:171). In those periods, pre-service education and training dealt with certain professional jobs such as agriculture (Agricultural Colleges of Haromaya, Ambo and Dilla), public health (Public Health Colleges of Gonder and Jima) and technology (Arba Minch Institute of Water technology and Bahir Dar Polytechnic College).

Addis Ababa University (AAU) was the only higher education institute offering degrees in public administration and law along with other faculties such as the Faculty of Social Science, the Faculty of Medicine, and the Faculty of Natural Sciences. Currently, Ethiopia has 32 universities as indicated in section 5.3 of this chapter.

As stated above, the National Education and Training Policy directs all the public higher education and training institutes in Ethiopia and provides general guidelines to administer education and training in the country (MoE, 1994b:3). Other than this National Education and training Policy, there is not a specifically adopted general guide to administer education and training programmes for civil servants in Ethiopia like that of the Ugandan Public Service Education and Training Policy (RUMoPS, 2006:1).

However, the objectives which the Ethiopian government pursues regarding the education and training of its civil servants are defined in federal civil service legislation. The legislation (HPR, 2007:3557) states that the objective of civil service education and training is to improve the capability of the civil servants. It presumes that, with improved competency, Ethiopian civil servants can perform better and prepare themselves for higher responsibility based on career development. The legislation was enacted in 2007

after the government embarked on a comprehensive Civil Service Reform Programme (CSRP) in 1996 and reformulated its objectives in 2003 (Hailemariam & Common, 2006:6). The CSRP focused on –

- the capacity of the civil service in the public policy process;
- basic weaknesses ingrained in the existing civil service;
- transparency and accountability;
- gender and ethnic equality and rights; and
- the civil service being ethically sound and free of corruption, nepotism and favouritism (Hailemariam & Common, 2006:7).

The CSRP objectives underlies government's intention to achieve better civil service performance with a new perception among civil servants regarding the changes in its role from providing services to facilitating and enabling the services, and from defending law and order to servicing society (OECD, 1998:8; Junedin, 2012). Among others, the objective of civil service education and training in Ethiopia is meant to help civil servants change their mentality fundamentally and to adapt to the new desires of the public, such as the demand for transparency of administrative decisions, the right to appeal, data protection, providing information in citizen offices and citizen hot lines (MoE, 1994b:7). Moreover, civil service education and training are intended to improve the management capability of the civil service in managing its budget, devolving responsibilities, and investing in human resource development (OECD, 1998:9–10).

Accordingly, civil service legislation (HPR, 2007:3558) states that a government institution is expected to assess its education and training needs, prepare education and training plans and budget, and ensure civil servants get the required training. As to whether education and training in the civil service refer to the right and/or obligation of the civil servants is not clearly and specifically stated in the legislation. However, according to Article 61, Sub-article 2 of the legislation (HPR, 2007:3559), a civil servant is obliged to discharge specified functions and accomplish tasks ordered legally which may include undergoing training. Such education and training are usually facilitated and provided by higher education institutes, as well as professional training institutes. The

education and training programmes provided at Ethiopian higher education and training institutions are considered next.

5.5 CIVIL SERVICE EDUCATION AND TRAINING PROGRAMMES IN ETHIOPIA

In most countries around the world, including Ethiopia, public administration education and training are offered to students who will become future civil servants to initiate public policies and laws, prepare plans and budgets, and upon approval implement and public policies and laws; undertake public policy research; and manage information so as to meet the requirement of providing the public with essential goods or services such as electricity and public transportation, and directing and monitoring the proper and adequate delivery of such services (HPR, 2010:5629). In this regard, civil service as a system refers to all government resources and functions in departments of a state with authority to initiate, and up on approval by the parliament, implement public policies and laws governing infrastructures such as public transport, power supplies, water supplies, broadcasting, radio, telecommunications, road and rail networks, transportation (Encarta, 2009; HPR, 2010:5629). Therefore, the rest of this chapter will focus on the public administration curriculums being offered by universities and training institutions to students and civil servants in order to determine whether policy is included.

As mentioned above, education and training in Ethiopia are provided by education and training institutions that certify the accomplishment of education and training by way of degrees or diplomas (pre-service education at colleges and universities) and by way of certificates or statements of testimonials (in-service training at professional education and training institutions and education and training centres of government departments).

5.5.1 Universities

A university (also see section 1.5) is a higher education institution having the authority to confer degrees in various fields of study (Encyclopaedia Britannica, 2012b). According to the government of Ethiopia (HPR, 2009:4983 & 4992), university refers to a higher

educational institution with a national standard curriculum and a minimum enrolment capacity of two thousand students in at least four academic units. It carries out research in various fields of studies and has the ability to put the knowledge and skill that the university has at the service of the public through different methods, such as the education and training of civil servants. Table 5.1 below indicates which of the 32 universities in Ethiopia currently has a Department of Public Administration that provides undergraduate or postgraduate public administration education to students. Table 5.1 also indicates whether the department that provides public administration education includes policy capacity as part of its curriculum to students.

Table 5-1: Public universities with public administration curriculums including policy capacity

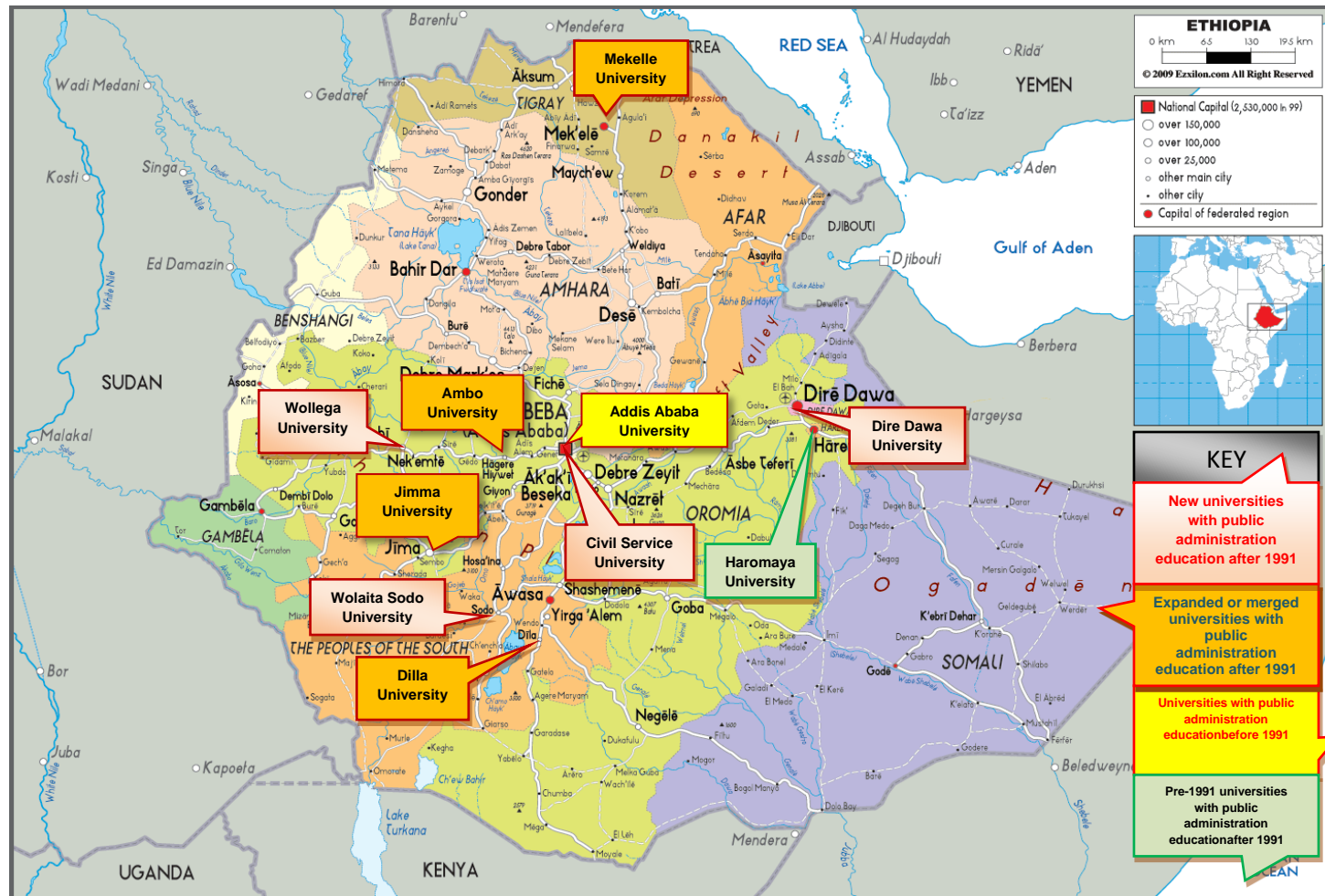
State	Education and training institute	Public administration academic unit where public policy course is offered		Course name including policy capacity	Reference
Oromia	Adama University	No	UG		(ADU, 2012)
			PG		
Oromia	Addis Ababa Science and Technology University	No	UG		(AASTU, 2012)
			PG		
Oromia	Addis Ababa University	Department of Public Administration and Development Management	UG	Policy making and analysis	(AAU, 2012)
			PG	Policy making and analysis	
Tigray	Adigrat University	No	UG		(ADiU, 2012)
			PG		
Tigray	Aksum University	No	UG		(AKU, 2012)
			PG		
Oromia	Ambo University	Department of Public Administration and Development Management	UG	Policy making and analysis	(AMBOU, 2012)
			PG		
Oromia	Arba Minch University	No	UG		(AMU, 2012)
Benishangul /Gumuz	Assosa University	No	PG		(ASU, 2012)
			UG		
Amhara	Bahir Dar University	No	PG		(BDU, 2012)
			UG		
Oromia	Bule Hora	No	PG		(BHU, 2012)

	University		UG		
Amhara	Debre Berhan University	No	PG		(DBU, 2012)
			UG		
Amhara	Debre Markos University	No	PG		(DMU, 2012)
			UG		
Amhara	Debre Tabor University	No	PG		(DTU, 2012)
			UG		
SNNP	Dilla University	Department of Public Administration and Development Management	PG		
			UG	Public Policy making, Analysis and Evaluation	(DU, 2012)
Oromia	Dire Dawa University	Department of Public Administration and Development Management	PG		(DDU, 2012)
			UG	Public Policy making, Analysis and Evaluation	
Oromia	Ethiopian Civil Service University	Department of Public Management	PG	Public Policy making and Analysis	(ECSU, 2012b)
			UG		
Amhara	Gonder University	No	PG		(GU, 2012)
			UG		
Oromia	Haromaya University	Department of Public Administration and Development Management	PG		
			UG	Public Policy making, Analysis and Evaluation	(HU, 2012)
SNNP	Hawassa University	No	PG		(HWU, 2012)
			UG		
	Jigjiga University	No	PG		(JGU, 2012)
			UG		
Oromia	Jimma University,	Department of Management	PG	Policy making and analysis	(JU, 2012)
			UG		
Oromia	Mada Walabu University	No	PG		(MWU, 2012)
			UG		
Tigray	Mekelle University	Programme of Public Administration and Development Management	PG		
			UG	Public Policy making, Analysis and Evaluation	(MKU, 2014)
Oromia	Metu University	No	PG		(MTU, 2012)
			UG		
Benishangul /Gumuz	Mizan Tepi University	No	PG		(MU, 2012)
			UG		
Afar	Semera University	No	PG		(SMU, 2012)
			UG		
SNNP	Wachemo University	No	PG		
			UG		(WU, 2012)

Amhara	Weldya University	No	PG		(WLU, 2012)
			UG		
SNNP	Welkite University	No	PG		(WKU, 2012)
			UG		
SNNP	Wolaita Sodo University	Department of Public Administration and Development Studies	PG		(WLSU, 2014)
			UG	Public Policy making, Analysis and Evaluation	
Oromia	Wollega University	Department of Public Administration and Development Management	PG	Public Policy Issues and Approach	(WLGU, 2012)
			UG	Public Policy making, Analysis and Evaluation	
Amhara	Wollo University	No	PG		(WOLU, 2012)
			UG		

Table 5.1 above reveals that of the 32 public universities that are currently found in Ethiopia, ten universities (Addis Ababa University, Ambo University, Dilla University, Dire Dawa University, the ECSU, Haromaya University, Mekelle University, Jimma University, Wolaita Sodo University and Wollega University) offer public administration education to students. These ten universities also include policy capacity in their curriculums to public administration students at an under- or postgraduate level. These ten universities are indicated in Figure 5.2 below to get a clear understanding of where they are situated in Ethiopia.

Figure 5-2: Ethiopian universities that offer public administration education



Source: Adapted from IDP (2012)

Figure 5.2 shows that seven of the ten universities that offer public administration education are situated in the State of Oromia, two in the State of the Southern Nations, Nationalities and Peoples (the name by which the state is constitutionally recognised) (SNNP), and one in the State of Tigray. It can also be seen that universities in the States of Afar, Amhara, Somalia, Benshangul-Gumuz, Gambela People and Harari People do not provide any education in public administration. The accreditation of Public Administration departments only in three regional states could lead to a disparity in access to public administration and policy education among civil servants of the different states in the country. Most of the citizens, students and civil servants in Ethiopia therefore do not have access to public administration or policy education. Considering that public administration education could benefit civil servants in performing their duties more effectively and the Ethiopian government to transform to a middle-income economy and to develop more universities could benefit from providing public administration education.

The Departments of Public Administration that do exist in the above-mentioned ten universities are now discussed in detail to assess the policy education that they provide.

- **Addis Ababa University (AAU)**

AAU offers undergraduate public administration students a BA degree in public administration and development management and postgraduate public administration students, a master's degree in public management and policy (MPMP) with majors in Development Management and Public Policy, as well as a PhD in public management and public policy.

The undergraduate Public Administration curriculums used by the Department of Public Administration and Development Management at AAU include public personnel administration, research methods in public administration, public policy making and analysis, urban development and management, principles of public administration, and project planning and administration (AAU, 2012:25).

The postgraduate Public Administration curriculums (AAU, 2012:21) used by the same department for the MPMP for students majoring in public policy includes

comparative policy analysis, social policies and institutional policies. The PhD programme in Public Management and Policy includes, advanced research methods (qualitative and quantitative), comparative policy analysis, organisational management and behaviour, advanced human resource management, and urban governance and management.

From the above it is clear that the Department of Public Administration and Development Management at AAU includes policy education at both undergraduate and postgraduate level. It can therefore be concluded that the Department of Public Administration and Development Management at AAU views policy education as an important part of a student's education.

- **Jimma University (JU)**

JU has more than 100 bachelor's degree and 30 master's degrees and three PhD degrees. It offers BSc degrees in the fields of engineering and technology, agriculture and veterinary medicine, natural science, public health and medical science, BA and BEd in the fields of social science, and an LLB in law. Master's degrees at the university include MSc degrees in the fields of agriculture and veterinary medicine, natural sciences, MPH (a master's degree in public health) and an MSc in public health medical sciences. It further offers MA degrees in social sciences, law, business and economics. The university also offers a PhD in horticulture, in environmental health, and in applied ecology (JU, 2013).

The Department of Management in the College of Business and Economics provides students with an MA in Public Management (MPM) and in Business Management (MBA). Students from any nationally accredited university with a background in management, economics, accounting, public administration or social science, such as governance and development, sociology or law can apply for admission for the master's degree in public management at JU. The university does not offer undergraduate or doctoral degrees in the field of public administration (JU, 2013).

The Public Management curriculums for the master's degree include public policy formulation, implementation and evaluation, urban governance and management, research methods in public management, human resource management, local governance and development, and principles of public management (JU, 2012:4).

From the above it is clear that unlike AAU, where students are provided with public policy education at undergraduate and postgraduate level, at JU only postgraduate policy education is offered.

- **Dilla University (DU)**

DU offers an undergraduate BSc degree in the fields of technology, agricultural sciences, life and sport sciences, mathematics and computational sciences and physical science. BA degrees are offered in social science and humanities, languages and journalism, and an LLB in law. The university further awards postgraduate MBA degrees in business management, and in accounting and finance. MSc degrees are offered in biology, chemistry and physics. An MA degree in educational leadership and management can also be obtained (DU, 2012a). DU does not offer any PhD degrees.

At DU, students can enrol for a BA degree in public administration in the Department of Public Administration and Development Management. The content of the public administration curriculums in the department includes public personnel administration, research methods in public administration, public policy making and analysis, new public administration and public sector reforms, local government and administration, introduction to public administration; foreign policy and national interests, and project planning and administration (DU, 2012b).

From the above, it can be concluded that, although DU provides a wide variety of degrees to students, the Department of Management only provides undergraduate public administration education including policy education.

- **Haromaya University (HU)**

Currently, HU is offering 59 undergraduate, 56 master's and 13 PhD degrees (HU, 2013). Undergraduate degrees offered at HU include BSc degrees in the fields of agriculture and environmental sciences, computing and informatics, health science, medical science, natural and computational science and veterinary medicine. It further offers BA degrees in the fields of business and economics, social sciences and humanities, and law.

Postgraduate degrees offered at HU include MSc degrees in the fields of rural development, plant sciences, natural resources management and environmental studies, food science and postharvest technology, natural resource and environmental engineering, animal and range science, natural and computational sciences, computing and informatics, health sciences, and veterinary medicine. The university also awards MA degrees in the fields of social science and humanities, foreign language studies and educational and behavioural sciences.

HU also awards PhDs in the fields of agricultural economics and agribusiness, rural development, plant sciences, animal and range science, natural resource management and environmental studies, natural resources and environmental engineering, and health sciences (HU, 2013).

HU further awards a BA degree in public administration in the Department of Public Administration and Development Management. This degree includes introduction to politics and government, research methods in public administration, public policy making and analysis, urban development and management, and public finance administration (HU, 2012:3).

From the above discussion, it is clear that the Department of Public Administration and Development Management at HU includes policy education as part of a student's education but only at undergraduate level.

- **Dire Dawa University (DDU)**

DDU provides undergraduate degrees in different fields of studies, including business and economics. The university does not offer any postgraduate degrees at master's or doctoral level.

At DDU, students can enrol, as at the other universities, for a BA degree in public administration and development management. The degree includes an introduction to public administration, research methods for public administration, public personnel administration, public policy making; analysis and evaluation, development administration (DDU, 2010:6).

The Department of Public Administration and Development Management at DDU therefore provides public policy education as part of the BA degree in public administration, but only at undergraduate level.

- **Ambo University (AMBOU)**

AMBOU has recently become independent with the status of a university organized into five colleges, three institutes and two schools with 38 academic departments that include the Department of Public Administration and Development Management at the College of Business and economics. The department offers a BA degree in public administration and development management. The degree includes an introduction to public administration, research methods for public administration, public personnel administration, public policy making, analysis and evaluation, development administration (AMBOU, 2014). AMBOU in addition to undergraduate degrees also offers a postgraduate master's degree in crop protection, plant pathology, agronomy, animal production, cooperative management, cooperative accounting, and analytical chemistry in environmental sciences, aqua-culture and fisheries, and teaching English as a foreign language (AMBOU, 2014).

The Department of Public Administration and Development Management at AMBOU therefore provides public policy education as part of the BA degree only to students at an undergraduate level.

- **Wolaita Sodo University (WLSU)**

WLSU offers an undergraduate degree in the field of business and economics (economics, accounting and finance, management, and public administration and development studies), social sciences and humanities, health sciences, and law. The university further awards a postgraduate master's degree in educational planning and management (WSU, 2014). WLSU does not offer any PhD degrees. The curriculums for this degree includes public policy making, implementation and evaluation, public personnel management, public finance and accounting, research methods in public administration, and urban governance (AMBOU, 2014).

The Department of Public Administration and Development Studies at WLSU is responsible for the undergraduate degree in public administration and development studies. The curriculums for this degree includes public policy making, implementation and evaluation, public personnel management, public finance and accounting, research methods in public administration, and urban governance (WLSU, 2014).

The Department of Public Administration and Development Studies at WLSU therefore provides public policy education as part of the BA degree only to students at an undergraduate level.

- **Mekelle University (MKU)**

MKU offers 90 undergraduate and 70 graduate degrees. These include undergraduate degrees in business and economics, dry land agriculture and natural sciences, engineering and technology, veterinary medicine, health sciences, natural and computational sciences, law and governance. Postgraduate master's degrees at the university include a master's degree in the fields of business and economics

(finance and investment, economics, cooperative marketing, business administration, and development studies), health sciences, social sciences and language, dry land agriculture and natural sciences, veterinary medicine, and natural and computational sciences. The university also offers a PhD in public health (MKU, 2014).

In the Department of Public Administration and Development Management, MKU provides students with a BA degree in public administration. This degree includes public personnel administration, public policy making and analysis, urban development and management, leadership and conflict management, research methods in public administration, and public finance administration (MKU, 2014).

The Department of Public Administration and Development Management at MKU therefore provides public policy education as part of the BA degree only to students at an undergraduate level, like most universities in Ethiopia that offer public administration education.

- **Wollega University (WLGU)**

WLGU currently offers 47 undergraduate and five graduate degrees that include business and economics. The university offers a postgraduate master's degree in public administration and does not offer any postgraduate degree at doctoral level.

The Department of Public Administration and Development Management at WLGU provides undergraduate public administration students with a BA degree in public administration and development management, and postgraduate public administration students with a master's degree in public administration. The Public Administration and Development Management curriculums at WLGU at undergraduate level include administrative law, public budgeting and controlling, administration of public enterprises, public policy making and analysis, and development administration (WLGU, 2010:2).

The postgraduate Public Administration (WLGU, 2014) curriculums used by the same department for the master's degree in public administration include, public policy issues and approaches, advanced research methods in public management, public personnel management, public finance and accounting (WLGU, 2014).

Unlike most universities in Ethiopia, at WLGU, public policy education is provided to students at undergraduate and postgraduate (master's) levels.

- **The Ethiopian Civil Service University (ECSU)**

The Departments of Public Management and Public Policy at ECSU are organised under the Institute of Public Management and Development Studies (IPMDS) with the main objective of educating “public managers capable of attuning to implement the government development policies in the interest of the public at large” (ECSC, 2012a:3). The ECSU is structured into different academic institutes and centres, for example –

- the IPMDS (which includes the Department of Public Management)
- the Institute of Tax and Customs Administration;
- the Institute of Federalism and Legal Studies;
- the Institute of Leadership and Good Governance;
- the Centre for Public Policy Studies; and
- the Centre for Education and Training and Consultancy.

The Department of Public Management provides students of management and economic sciences, peace and security, federalism and legal studies with an MA degree in public management and an MA in public policy (ECSC, 2012b). The curriculum for the MA degree includes governance and Ethiopian public management, public policy formulation and implementation, public sector information management, human resource management, and public sector strategic management (ECSU, 2012b). The ECSU has recently started to offer a PhD in public management but still does not offer a BA degree in public management at undergraduate level.

Although the purpose of this section is only to consider the undergraduate and postgraduate degrees being offered to public administration students it is however important to mention that the ECSU has also organised a special unit for civil service training, the Centre for Education and Training and Consultancy (CTC). This education and training centre is governed by a Civil Service Education and Training Policy with the objective of contributing to the federal and regional efforts of government. The centre aims on building public sector capacity through short-term education and training programmes extending to two weeks, one or three months, and consultancy services in areas of civil service programmes. The education and training programmes include amongst others Policy Development and Management, Decision-Making Skills, Public Finance Management, Legal Studies, and Urban Development (ECSU, 2012b).

Details of the training programmes currently being offered by the Centre for Training and Consultancy at the ECSU are indicated in Table 5.2.

Table 5-2: Education and training programmes offered at the Centre for Training and Consultancy (CTC) at the ECSU

Areas of civil service training			
Civil service reform	Public financial management	Legal studies	Urban development studies
<ul style="list-style-type: none"> • Change Management • Civil Service Ethics • Communication Skills • Community Participation and Development • Conflict Management, and Decision-Making Skills • Diversity and Civil Service Organisations • Employees' Recruitment and Selection 	<ul style="list-style-type: none"> • Accounting and Reporting • Customs Administration • International Organisations and Conventions • Customs Laws and Enforcement • Debt and Aid Management • Ethiopian Tax Laws • External Auditing 	<ul style="list-style-type: none"> • Administrative Law and Contracts • Basic Concept of Law of Contracts • Basic Concepts of Criminal Law • Basic Principles of Property Law • Civil Procedure • Constitutional Law • Criminal 	<ul style="list-style-type: none"> • Contract Administration • Information Technology and Techniques for Urban Management • Integrated Infrastructure Provision and Management • Integrated Urban Development Planning and Implementation • Local Economic

<ul style="list-style-type: none"> • Good Governance • Government Expenditure Management • Human Resource Management and Development • Human Resource Planning, and Job Grading • Leadership Development Programme • Performance Planning and Management • Performance-Related Pay • Policy Development and Management • Project Planning and Management • Public Property Management • Public Service Delivery • Strategic Planning and Management • Tolerance, Top Management System • Education and Training Needs Assessment and Evaluation • Customs Administration • International Organisations and Conventions • Customs Laws and Enforcement 	<ul style="list-style-type: none"> • Government Accounting • Harmonized System Classification and Coding System • In-year Fiscal Adjustment • Legislature and Accountability (transparency) • Management Control and Internal Audit • Payroll and Human Resource Management • Procurement • Revenue Raising and Management • Revenues and Expenditures Forecasting • Rules of Origin • Sector Allocation • Sector Planning and Budgeting • Standard Integrated Government • Tax Accounting and Tax Auditing • Tax Administration • Tax Administration System (SIGTAS) • Treasury, Cash Management 	<ul style="list-style-type: none"> • Procedure • Introduction to Law and Law of Persons • Labour Law • Law of Business Organisation • Law of Evidence • Law of Extra-Contractual Liability • Law of Family and Succession • Law of Trade and Competition and Regulation • Special Contracts 	<ul style="list-style-type: none"> • Development • Municipal Finance • Solid Waste Management • Surveying • Urban Governance • Urban Housing • Urban Land Management • Urban Law • Urban Management • Urban Social Development • Urban Transport
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Source: Adapted from ECSU (2012b)

Table 5.2 shows that training at the Centre for Training and Consultancy (CTC) in the ECSU mainly considers operations management and administrative aspects like employees' recruitment and selection, accounting and reporting, surveying, and civil procedures. Training with regard to policy only forms part of civil service reform training; however, policy training could also benefit the other education and training programmes being provided by the centre since policy education and training can help trainees acquire basic skills required in the public policy process that could benefit them in the work that they do.

It can therefore be concluded that all ten universities in Ethiopia that offer courses in public administration include policy knowledge and skills in their curriculums to students. It can also be concluded that policy is viewed as an important part of public administration education in Ethiopia. It was further determined that of the ten universities that offer public administration education, six universities, namely Ambo, Dilla, Dire Dawa, Haromaya, Mekelle and Wolaita Sodo only offer undergraduate public administration education to students, which limits students' access to education in public administration further. One university, namely Jimma University, offers master's degrees in public administration. Whereas Wollega University offers both undergraduate and master's degrees in public administration, the ECSU offers only master's and PhD degrees in the field of public administration. Addis Ababa University is therefore the only university in Ethiopia that offers undergraduate, postgraduate master's and PhD degrees in the field of public administration.

It can therefore be concluded that, although public policy knowledge and skills are being provided by all ten universities that offer courses in public administration in Ethiopia, public administration education is still very limited, especially considering it is only being provided in three of the ten federating states, namely in the State of Oromia, the State of Tigray and the State of SNNP. Public policy knowledge and skills in public administration is very limited in relation to the need for a properly educated and trained civil service, staffed with civil servants that meet a clear understanding of and who are

competent enough to actively engage in the process of public policy making (MCS, 2007:75).

5.5.2 Professional training institutions

Apart from the universities mentioned above that provide education at an under- and postgraduate level, training institutions were established with the objective of providing in-service training to incumbents of specific professional jobs, such as public administration and management, law, medicine and engineering. These institutions in Ethiopia include amongst others the Ethiopia Management Institute (EMI), the Ethiopian Federal Justice Organs Professionals Training Centre (EFJOPTC), the Ethiopian Institute of Financial Studies (EIFS), the Ethiopian Aviation Academy (EAA), the Ethiopian National Public Health Training Centre (ENPHTC), and the Graduate School of Telecommunications & Information Technology (GSTIT).

Most in-service training institutions are found in Addis Ababa and offer tailor-made and regular training programmes. The EMI provides training programmes focusing on Ethiopian civil servants working in ministerial office (EMI, 2012).

Along with the EMI, at federal level, some regional states with a large population and large territories, such as the State of Oromia, the State of Amhara and the State of SNNP, have management institutions to train their civil servants. However, Ethiopian public institutes at the federal level of government are by far stronger in infrastructural development and have more human and material resources than any of the federating states in the country to accomplish their mission and provide training.

With more than fifty years of experience, the EMI works with a mission to enable the civil service and other institutions so that they can provide sustained, efficient and effective services, by rendering training, research and consultancy services (EMI, 2012). EMI provides a number of training programmes annually on a number of relevant topics, for example Strategic Planning and Management (SPM), Project Planning, Implementation, Monitoring and Evaluation to help address the Public Service Capacity

Building Programme in the country (EMI, 2012). Table 5.3 below presents a detailed list of the short training programmes provided by the EMI (EMI, 2012).

Table 5-3: Training programmes (regular/tailor-made) carried out by the EMI

EMI: TAILOR-MADE TRAINING PROGRAMMES		
COURSE NAME	OBJECTIVE	TARGET GROUP
1. Transformational Leadership and Coaching	Enhance the capacity of leaders to transform themselves so that they can effectively realise their mission	Leaders, directors, team leaders and members of same organisation
2. Facilitating Change Through Team Building	Enhance participants' awareness of change and support the change process by building an effective team in their respective organisations	Current and future organisational leaders, team members and change agents
3. Managing Organisational Change	Provide participants with understanding of change management	Senior, middle and first-line managers
4. Business Process Engineering (BPR)	Provide trainees with conceptual, technical and practical knowledge, methodology and tools used to process the business engineering	Senior, middle and first-line managers and change agents
5. Development of New Values and Beliefs	Enable trainees to acquire knowledge and skills on new values and beliefs as bases of organisational transformation	Senior, middle and first-line managers, human resource experts and change agents
6. Management Performance	Enable participants to formulate and implement organisational strategies and operational plans	Executive, managers
7. Job and Organisational Design	Provide participants with knowledge, skills and tools required to design jobs and organisational structures	Job analysts, consultants, human resource management officers
8. Result-based Management (RBM)	Make participants understand results the chain, indicators, and performance management framework	Senior, middle, first-line managers, planning officers
9. Goods and Equipment Procurement Management	Develop participants' skills on goods and equipment procurement to carry out procurement functions of the World Bank and other partners	Public sector procurement staff, World Bank coordinators, financial projects development partners

10. Managing Meeting for Result	Equip participants with the knowledge, skills and attitude in managing meeting for result	Individuals attending/leading meetings frequently
EMI: REGULAR TRAINING PROGRAMMES		
11. Advanced Office Operations	Increase the efficiency and effectiveness of executive secretaries and assistants in helping their managers and serving customers	Executive assistants, administrative assistants, executive secretaries and senior secretaries
12. Basic Management Skills	Enable participants to understand their role and improve their managerial performance based on some practical concepts and skills of management	Current and potential first-line managers
13. Managerial Communications	Increase understanding and skills on contemporary managerial communication issues and improve managerial performance through effective communication practices	Current and potential managers
14. Competency-based Human Resource Management (HRM)	Provide a comprehensive view about competency-based HRM	Managers, supervisors, process owners and human resource professionals
15. Customer Service for Business Sector, and Non-Business sector	Upgrade participants' knowledge, skills and attitudes about customer service	Information desk staff, public relations officers, customer service representatives, financial clerks, cash collectors, cashiers, front-line staff, administrative and clerical staff, team leaders
16. Accounting for Non-Accountants	Provide basic understanding of accounting and finance to communicate effectively with financial executives	Non-financial managers/non-accounting background managers
17. Financial Accounting	Familiarise concepts and principles of financial accounting and describe its functions, nature and purpose	Accountants involved in the preparation of financial reports
18. Gender and Development Management	Enhance understanding of the concept and process of gender and its interrelations with macro- and micro-level development process	Women affairs managers and staff, gender focal persons, development project planners
19. HIV/AIDS Mainstreaming	Strengthen the response of institutions in actions, preventions and control of HIV/AIDS	Managers, professionals
20. Human Resource Management	Recognise human resources for competitive advantage	HRM leaders and professionals

21. Incentive Scheme Development	Enable target group to establish/develop incentive systems	Human resource specialists, experts and consultants
22. Information Systems and Technology Management	Enable leaders and managers to tackle ICT problems and challenges	Managers, experts, decision-makers
23. Internal Auditing (Finance & Non-Finance)	Enable target group – <ul style="list-style-type: none"> to set up effective internal audit system; and to ensure efficient, effective and economic use of organisational resources 	Auditors
24. Job Evaluation and Salary Scale Construction	Enable target group to undertake job evaluation and salary-scale constructions	Human resource managers, job analysts
25. Managing Conflict in Organisation	Equip target group with knowledge and skills on how to convert organisational conflicts into opportunities	Organisational leaders, team leaders
26. Management Consultancy Skill	Equip participants with consulting skills	Advisors/consultants
27. Physical Resource Management	Enable target group to manage total materials at optimum cost	Senior and middle managers, material operation officers
28. Productivity Improvement	Enable target group to play expected roles in productivity improvement programmes	Middle and first-line managers and experts
29. Programme Budgeting	Enable target group to use programme budgeting techniques and prepare annual budget	Budget experts
30. Project Monitoring and Evaluation	Provide target group with concepts, tools, techniques and systems to carry out project-monitoring evaluation	Project managers, planners, coordinators, monitoring and evaluation professionals
31. Project Planning, Implementation, Monitoring and Evaluation	Provide with the techniques and tools to formulate a project proposal, plan implementation, prepare project, effectively design and manage project monitoring and conduct project evaluation	Project planners, managers, department heads in federal ministries and regional bureaus
32. Public Expenditure Management	Introduce public expenditure management concept	Budget and finance government staff
33. Records Management	Develop systematic control of creation, receipt, maintenance use and disposition of records	Records office manager, records officer

34. Strategic Planning and Management (SPM)	Help target group in formulating strategies fitting specific situations	Advisors/consultants, board members, general managers, heads, planning Officers, analysts
35. Strategic Customer Management	Align overall work on the needs and requirements of customers	Leaders, department heads
36. Time and Stress Management	Enable target group to manage time effectively and efficiently, and decrease stress	Leaders, supervisors/managers, team leaders
37. Total Maintenance Management	Implement effective maintenance system	Operation maintenance senior and middle managers
38. Total Quality Management (TQM)	Develop TQM as one of management philosophy	Top and middle managers, quality professionals
39. Education and Training of Trainers	Enable participants to become qualified trainers	Trainers, education and training officers, human resource heads and experts
40. Education and Training Management in Organisations	Effectively manage education and training in organisations	Trainers, education and training officers, human resource heads and experts
41. Employee Performance Management	Develop and apply employee performance management system	Managers
42. Managing Organisational Ethics	Enable target group to perform duties with required mode of ethics	Organisational leaders, heads, ethics officers, experts

Source: Adapted from the EMI (2012)

Table 5.3 shows that the EMI provides training to both the public sector and business sector organisations on a regular and tailor-made basis. The training programmes target those people in managerial and leadership positions, professionals and experts, and focus on major aspects of management and accounting functions such as human resource management, public expenditure management and auditing. The objectives of the training mainly give due emphasis to enabling incumbents to perform their duties well. Some training programmes, for example on strategic planning and management and project management can help advisors/consultants, board members, general managers, department heads, planning officers and analysts acquire some basic policy skills in formulating and implementing strategies and projects fitting specific situations.

However, as far as policy training is concerned, the EMI does not focus on training civil servants specifically in the process of public policy making, implementation and analysis.

5.5.3 Government ministries training units

The Ethiopian ministries and the council they constitute altogether form the executive branch of government in the federal state (HPR, 1995a:89). The executive branch comprises the cabinet and the bureaucracy, and carries out government business, manages its actions, performs day-to-day actions and implements the laws of the land (HPR, 1995a:85). Accordingly, the council (see section 2.5), among its other powers and functions, formulates and implements policies and strategies (HPR, 1995a:89). Each ministry initiates policies, prepares and implements plans and budgets, undertakes capacity building activities, conducts studies and research, and collects and disseminates information in its jurisdictions (HPR, 2010:5630). Table 5.4 shows the working unit responsible for facilitating and undertaking civil service training in each of these ministries.

Table 5-4: Training units in the Ethiopian government ministerial offices

Ministry	Training facilitating/Undertaking section	Areas of training underway
1. Government Communication Affairs Office	Communication Media Research & Capacity Building Directorate	Awareness of government policies and strategies; public relation tools
2. Ministry of Federal Affairs	Management and Administration	Awareness of government policies and strategies; conflict resolutions
3. Ministry of Foreign Affairs	Human Resource Management Directorate	Awareness of government policies and strategies; finance; administration
	Ethiopian International Institution for Peace and Development (EIIDP)	Diplomacy
4. Ministry of Justice	Human Resource Development & Administration Directorate	Awareness of government policies and strategies; administration; audit
	The Justice Sector Personnel Training Centre	Justice system
5. Ministry of Civil Service	Human Resource Development Sector Office	Awareness of government policies and strategies; human resource use
	ECSU Training Centre	(see Table 5.2)
6. Ministry of Finance and Economic Development	Human Resource Development & Administration Directorate	Awareness of government policies and strategies; finance; procurement
7. Ministry of Agriculture	Human Resource Development & Administration Directorate	Awareness of government policies and strategies; environment;
8. Ministry of Industry	Management and Administration	Awareness of government policies and strategies; performance measure
	Ethiopian Kaizen Institute	Production materials handling
9. Ministry of Trade	Civil Service Reform Office	Awareness of government policies and strategies; investment; licensing
10. Ministry of Science and Technology	Human Resource Capacity Building Directorate	Awareness of government policies and strategies; networking; web
11. Ministry of Transport	Sector Capacity Building Directorate	Awareness of government policies and strategies; transport management
12. Ministry of Communications and Information Technology	Human Resource Management Department	Awareness of government policies and strategies; communications
	Communication & Information Technology Capacity Building Directorate	Public relations
13. Ministry of Urban Development and Construction	Research and Capacity Building Department	Awareness of government policies and strategies; urban planning
	Urban Good Governance and Capacity Building Bureau	Urban sewerage management

14. Ministry of Water and Energy	Research and Development Directorate	Awareness of government policies and strategies; water resource use
	Water Technology Training centre	Water technology management
15. Ministry of Mines	Human Resource Development & Management Process	Awareness of government policies and strategies; audit; procurement
	Mines Sector Research & Development Core Process	Mining management
16. Ministry of Education	Human Resource Development & Administration Directorate	Awareness of government policies and strategies; administration; finance
17. Ministry of Health	Health Regulatory Bodies Capacity Building Directorate	Awareness of government policies and strategies; procurement; finance
	National Public Health Training Centre	Public health care
18. Ministry of Labour And Social Affairs	Management and Administration	Awareness of government policies and strategies; labour laws; finance
19. Ministry of Culture and Tourism	Management and Administration	Awareness of government policies and strategies; communications
	Catering and Tourism Training centre	Catering and tourism
20. Ministry of Women, Children and Youth	Management and Administration	Awareness of government policies and strategies, children's rights, family law

Source: Adapted from MoFED (2012)

Table 5.4 shows that all the ministries undertake training in the current public policies and strategies of the country. The objective of this training is to ensure that civil servants become aware of government key policy and strategy documents. Such government documents include the national strategy and policy documents on capacity building, trade and industry policy and strategy documents, and documents on the national foreign relations and security policy and strategy.

Table 5.4 also shows that civil service training in all Ethiopian ministerial offices is facilitated by a section entrusted with the authority to develop human resources in each ministry and in coordination with the Ministry of Civil Service. The training programme is usually undertaken either by training centres or training institutes of the ministries themselves or by the ECSU Training Centre or by the EMI or by some other bodies as organised and facilitated by the ministries' training unities. Table 5.4 further indicates those ministries with a specific section to facilitate training activities as well as a professional training institute, for example the Justice Sector Personnel Training Centre for civil servants in the Ministry of Justice, the Ethiopian International Institution for Peace and Development (EIIDP) for Foreign Affairs, and the National Public Health Training Centre (NPHTC) for civil servants in the Ministry of Health. The table also shows those ministries with facilitating sections only such as the Ministries of Trade, Education, Industry and Transport.

Training programmes offered in the training sections and by internal training experts of each ministry mainly focus on issues such as awareness creation in areas of government strategy documents, affirmative action, performance management, HIV/AIDS prevention, complaints handling and anti-corruption procedures (MCS, 2014:). As far as policy is concerned, the training units in the ministries mainly provide an awareness of policies within government. No formal public policy training is being provided. The civil servants in the ministries thus are not provided with training in the process involved in public policy making, implementation and analysis in government.

After evaluating the education and training programmes offered by universities, professional training institutions and the training provided by government ministries, it is

clear that the universities of Addis Ababa, Jimma, Dilla, Dire Dawa, Haromaya, Mekelle, Wolaita Sodo, Wollega and the ECSU include public policy knowledge and skills in their public administration curriculum at undergraduate and postgraduate level. The EMI does not include any public policy in its courses, and the training units responsible for training in government ministries mainly emphasise awareness of civil servants concerning government policies and strategies.

Since universities in Ethiopia are the institutions that predominantly provide policy education to future civil servants of the country and only ten universities in selected regions offer public administration education that includes policy education, it could result in a lack of competent policy-skilled civil servants. The education these universities deliver is of pre-service format and does not comprise in-service training, which students obtain before joining the civil service. This is concerning since as indicated in Table 2.3, a large number of civil servants are appointed after leaving school and never attend a university. Those civil servants will therefore not have any policy knowledge or skills. As also indicated in Chapter 2, Ethiopia needs quality educated and trained civil servants to strengthen the policy capacity of its government. Successful policy implementation depends on policy skills and knowledge and planning from the outset how the policy will be delivered. Accordingly, civil servants engaged in the process of policy making should have the skills and tool to understand what works, based on vigorous evidence. They should also be able to scan the horizon better for threats and opportunities ahead (see section 2.7). The awareness of policies, as provided by the training institutions, will not provide a civil servant with enough policy knowledge and skills to be competent in the performance of policy tasks.

5.6 CONCLUSION

Chapter 5 provided an overview of the public administration education and training setting in Ethiopia. The chapter indicated that universities in Ethiopia are the main providers of public policy education through the Departments of Public Administration at ten universities in three states. The geographical concentration of these providers of capacity building programmes is thus a major indicator of the accessibility of these

interventions to civil servants. In addition to the other indicators of accessibility identified in chapter 2 (the size (extent of area) of the distinct geographical areas (states), the population density of a geographical area, and the number of civil servants in a geographical area), this research thus has shown that the accessibility of capacity building interventions can be assessed through the following framework:

- the number and size (extent of area) of the distinct geographical areas (states) (chapter 2)
- the population density of a geographical area (state) (chapter 2)
- the number of civil servants in a geographical area (state) (chapter 2)
- the geographical concentration of providers of capacity building interventions (universities)

By applying the above accessibility framework, this chapter has shown that only ten out of the 32 universities in Ethiopia offer public administration as a subject. Furthermore, this chapter has shown that these ten universities are geographically concentrated in three of the nine states of Ethiopia. Consequently, it is evident that most of the citizens, students and civil servants in Ethiopia have restricted access to public administration or public policy education. Since no in-service training on policy is being provided to civil servants, it was concluded that the accessibility of public policy education and training in Ethiopia is restricted and consequently does not meet the needs of the country.

The next chapter, Chapter 6 reports on an analysis of the policy curriculum used by the ten Ethiopian universities that offer public administration education at under- and postgraduate level to determine which policy knowledge and skills are being provided to public administration students who will become future civil servants.

CHAPTER 6

PUBLIC POLICY CURRICULA FOR ETHIOPIAN CIVIL SERVANTS

6.1 INTRODUCTION

Chapter 5 reviewed all the public administration education and training programmes currently being provided to Ethiopian civil servants. Chapter 5 showed that the training institutions in Ethiopia only provide an awareness of policy and do not focus on providing policy knowledge and skills; therefore, policy education is only provided by universities.

This chapter provides an overview of the public policy curriculums that are being used by the ten Ethiopian universities to teach public policy making and analysis to undergraduate and postgraduate public administration students. In addition to consideration of the curriculums of public policy being taught to students in Ethiopia, this chapter also provides an evaluation of the public policy content being taught to students against the public policy knowledge and skills which a civil servant in Ethiopia should have, as identified in 2.7. This review is done to determine whether the public policy curriculums being taught support the public policy knowledge and skills that a civil servant in Ethiopia should have.

Chapter 6 relies heavily on the reading and analysis of the policy curriculums contained in the public administration degrees offered in Ethiopia. Each of the ten universities offering public administration courses was contacted to obtain the policy curriculums that they were using at the time of the study before analysing the content to see what was included.

6.2 PUBLIC POLICY CURRICULUMS

As was indicated in Chapter 5, the following universities offer public administration education: Addis Ababa University, Ambo University, Dilla University, Dire Dawa University, ECSU, Haromaya University, Jimma University, Mekelle University, Wolaita

Sodo University, and Wollega University. Chapter 5 also indicated that the public administration curriculums being provided by these universities include policy education to students. The course, Public Policy making, Analysis and Evaluation, forms part of the degree in public management at undergraduate level, and public management and public policy at postgraduate level. Next the content of the undergraduate policy curriculum will be explained.

6.2.1 Undergraduate curriculums: Public Policy making, Analysis and Evaluation (PPAE)

As previously mentioned, six of the ten universities only offer public policy education to public administration students as part of the undergraduate degree in public administration and development management. Wollega University and Addis Ababa University provide public policy education to public administration students as part of both the undergraduate and postgraduate degrees. However, since both these universities offer policy education at undergraduate level, the content of their undergraduate policy education is discussed here as well.

After evaluating the curriculum of the different universities, it was found that the curriculums that were being used for undergraduate students in the subject Public Administration at the time of the current research were the same for all eight universities. The course Public Policy making, Analysis and Evaluation is provided to all students enrolled for a BA degree in public administration and development management in the fourth semester of study at all universities that provide undergraduate public administration education. The course Public Policy making, Analysis and Evaluation comprises seven units of study, namely:

- **Unit 1: Basic Concepts in public policy**

The outcomes of this unit are—

- defining the concept of public policy (students of public administration should be able to explain the reason why public policy should be studied);
- understanding the features of making a good policy;

- understanding the different types of public policies; and
- understanding the impacts that public policies can have (PPAE, 2012:2)

This unit furthermore explains the meaning and nature of public policy by looking at the various definitions of public policy as provided by different authors like Nicholas Henry, Marshal Dimock, James Anderson and Yehezkel Dror. The origin of public policy, reactive and proactive policy responses and the need for public policy are discussed. The implications of public policy are explained in terms of its nature that states public policy is goal oriented (PPAE, 2012:3)

This unit provides public administration students with knowledge about the significance of and rationales for the study of public policy. Specific reasons for studying public policy include the need to:

- understand the causes and consequences of policy decisions scientifically (scientific reasons);
- apply social science knowledge professionally to solve societal problems (professional reasons); and
- ensure that the country adopts the “right” policies to achieve the “right” goals (PPAE, 2012:4).

The need for a strengthened and strategic policy capacity that demands professionalism and competences on the part of civil servants involved in the policy making process as a rationale for studying public policy were also highlighted (see section 3.4), and the responsibility of the civil service in providing vigorous advice that will enable government to make informed decisions on public policy issues (see section 3.5).

In addition, this unit discusses the features of public policy making and asserts policy making as a continuous set of interrelated activities that involve many components which are interconnected by communication and feedback. Policy making differs from decision-making since it deals with macro level or broader

issues within a relatively longer period and provides a policy framework within which decisions are made (PPAE, 2012:5–9).

- **Unit 2: Models of public policy making**

The outcomes of this unit are:

- an understanding of how public policies are analysed with the application of policy models, for example the institutional model, systems model, process model, rational model;
- knowledge of theoretical and conceptual policy frameworks through which societal problems are analysed;
- an understanding of how policy models are constructed;
- reasons why a certain policy model is preferred to others, and
- an understanding of the varieties of policy models and how they are used in public policy processes (PPAE, 2012:12)

This unit facilitates the learning of various perspectives of conceptual models, namely the institutional model, process model, group model, elite model, rational model, incremental model and systems model (PPAE, 2012:13–19).

The unit indicates the importance of model applications in the public policy process, for example to simplify and clarify students' thinking about politics and public policy, to identify important aspects of policy problems, and to direct students' efforts to understand public policy. It also discusses that each policy model provides a unique life. The incremental model's existing programmes, policies and expenditures are for instance considered as a base that can help to understand the different aspects of public policy.

- **Unit 3: Powers and actors in public policy making**

The outcomes of this unit are:

- an understanding of how power is exercised in the policy making process;

- the ability of policymakers to win in social conflicts and secure policy goals in the face of opposition;
- reasons why power is the central theme in policy making and administration; and
- an understanding of what is meant when the term policy making power is being used (PPAE, 2012:21).

This unit explains the perspectives from which power can be seen. for example the capacity to define public problems and place them on governmental agendas for action, or the ability to secure a desired outcome over all opponents in an open conflict situation, the possession of resources to prevail in future conflict situations, and the capacity to direct groups and institutions. The elitist, pluralist, bureaucratic and coalitional nature of power structure and its sources are also discussed in this unit (PPAE, 2012:22). .

In addition, the unit explains how citizens, institutions and authorities influence the policy making process. This includes official role players such as legislators, executives and judges who are largely empowered in the process of policy making. See in this regard also section 2.5, which states that a public policy sets out what the legislators, the executives and the judges as government agencies visualise to attain, while unofficial role players, such as interest groups, political parties and individual citizens also influence public policy process without possessing legal authority to make binding policy decisions (PPAE, 2012: 29).

- **Unit 4: Public policy process**

The outcomes of this unit are:

- an understanding of the public policy process;
- knowledge of how public policies are made;
- an understanding of the various stages in the policy process, namely problem identification, agenda setting, policy formulation, policy/adopting policy legitimating, implementing policy; and

- policy evaluation and change (PPAE, 2012:31).

Determining the gap between the actual and the desired situation is the first stage in the public policy process, and forms part of this unit (PPAE, 2012:32). Many people in the policy making process are deeply involved in problem identification, and their personal ideology and values are likely to influence how the problem is defined (PPAE, 2012:32). The activity of listing issues that warrant serious consideration for the making of a policy agenda as the second stage in the public policy process (see section 2.5) is also considered in this unit. Other stages of policy making explained include policy formulation, implementation and evaluation (PPAE, 2012:35–40). The content of this unit is thus relevant to public policy making in the civil service that could benefit public administration students and is in line with the focus of the course, namely to provide students with public policy making, analysis and evaluation knowledge.

- **Unit 5: The Process of policy analysis and policy inquiry**

The outcomes of this unit are:

- an understanding of the reason and ethics in public policy analysis;
- knowledge of the forms and principles of policy analysis;
- an understanding of how the creation and critical assessment of knowledge claims based on the information are important in analysing public policies;
- knowledge of the methodology of policy inquiry;
- an understanding of what is meant by policy analysis; and
- knowledge of the processes and strategies of policy communication (PPAE, 2012:45–58).

Policy analysis requires a systematic, reasoned and critical examination of values that is relevant as well as information that is interpreted depending on assumptions contained in the frame of reference, theory or ideology of policy analysts and other policy stakeholders (PPAE, 2012:50). Values are best considered as non-rational

expressions of individual desires or emotions. Policy papers are explained in terms of points that indicate, for example (PPAE, 2012:50) –

- how policy problems are formulated in their scope and severity;
- the extent of public actions a policy requires and the likely consequences if the public fails to act;
- the goals and objectives that should be pursued in solving the problem;
- major policy options available; and
- the ways policy implementations are monitored and evaluated.

The unit specifically focuses on policy analysis and the processes involved in policy analysis, and provide public administration students with knowledge and skills on policy analysis processes that can be followed to analyse a policy.

- **Unit 6: Ascertaining the quality of policy making process and standards of appraising policy making**

The outcomes of this unit are:

- an understanding of policy ascertainment;
- knowledge about the criteria for ascertaining the quality of public policy making; and
- an understanding of the different standards of appraising policy making (PPAE, 2012:60–71).

According to this unit, ascertainment of policy making processes involves determining the actual level of quality of the policy process using and appraising the ascertained quality standards (PPAE, 2012:60–71).

Standards to appraise the ascertained policy quality are also considered. Some standards are identified as a tool for policy ascertainment, which include past qualities, quality of other systems, desired quality, professional standards of quality, survival quality, planned quality and optimal quality (PPAE, 2012:72–78).

- **Unit 7: Public policy making: Ethiopian experiences and cases**

The outcomes of this unit are:

- an understanding of the major policy provisions in the Ethiopian constitutional framework and their intended implications or effects in the lives of the Ethiopian citizenry;
- the types of public policies practiced in Ethiopia; and
- the principal policy making bodies (PPAE, 2012:80–84).

In this unit, policy provisions are explained in detail indicating the federal Constitution as the prime source to ensure that sectorial public policies, specific case studies and comments on particular public policies are made accordingly (PPAE, 2012:65). Apart from the constitutional framework of policy provisions, the three important features of the federal Constitution, namely federalism, democratic republicanism, and socio-economic political philosophy are also explained (PPAE, 2012:83). The structure of government is explained along with the separation of power and justifications why federal arrangement is important for Ethiopia. This was also mentioned in chapter two (see section 2.5), where it was stated that Ethiopia is a federal state with a parliamentary form of government having a clear differentiation between the head of the state and the head of the government (PPAE, 2012:69).

The unit explains the thrust areas of the Ethiopian Constitution in terms of eradication of poverty, civil rights, environmental protection, peaceful foreign relations, and the defence forces to protect sovereignty and democracy, and establishing a socially, economically, politically and culturally prosperous and enriched country (PPAE, 2012:85). National policy principles and objectives, stated in the federal Constitution of Ethiopia, regarding external relationships, national defence and socio-cultural and environmental, economic and political objectives are also discussed in this unit.

Lastly, general provisions regarding plurality and compositeness of public policy making are considered in this unit. Several persons and institutions involved in the policy making process such as the HPR, the prime minister and the Council of Ministers, civil servants, pressure groups and professionals are also discussed in this unit.

From the above it is clear that the content of the curriculums for Public Policy making, Analysis and Evaluation include aspects of policy knowledge and skills that can benefit students. For example, the students learn which aspects form part of the public policy process starting from delineating the policy issue and setting the policy agenda to policy evaluation and change (PPAE, 2012:89). Different models of public policy making are explained that constitute frameworks within which social processes and problems are identified and the process of policy analysis, which includes policy argumentation, communication and the methods of policy enquiry, is explained (PPAE, 2012:93). Information is also provided on public policy making in Ethiopia, specifically that which includes the legislative structure of government (PPAE, 2012:92).

Next, the curriculums provided at master's level are evaluated to determine whether the content offered to master's students in public administration include the policy knowledge and skills that they need. The master's degrees are offered by Addis Ababa University, Jimma University, Wollega University and the ECSU. All these universities make use of the same curriculum, namely Public Policy making and Analysis.

6.2.2 Masters curriculums: Public policy making and analysis (PPA)

The Master's curriculum for Public Policy making and Analysis is divided into six units, namely:

- **Unit 1: The study of public policy**

The outcomes of this unit are:

- an understanding of the ‘what’ and the ‘why’ of public policy; and
- Public policy categories and the approaches to policy studies.

In this unit, the meaning of public policy and its objectives are explained in detail. This includes definitions of public policy by different scholars like Anderson (1975:38) who explains decisions or courses of action made by a government to solve a social problem and adopt a specific strategy for its planning and implementation as public policy (PPA, 2012).

This unit provides postgraduate students of public administration with knowledge about the objectives as to why public policies are made, such as reducing poverty, promoting economic competitiveness, or protecting the environment (PPA, 2012:23). The unit indicates that politics and public policies have strong relationships that cannot be isolated from each other. Public policies, for example help to reconcile conflicting claims over scarce resources, establish incentives for cooperation and collective action and that government influence in that regard remains vital. The unit also explains the categories of public policies that are based on purposes, and identifies the types of public policies as distributive, regulatory, self-regulatory and redistributive (Milakovich & Gordon, 2013: 378). Approaches to policy making, such as innovative and creative approaches and forward and outward-looking approaches are also discussed in the unit (PPA, 2012:26).

• **Unit 2: The Process of Public Policy Formulation and Adoption**

The outcomes of this unit are:

- an understanding of the policy environment;
- the process of policy making;
- identifying the role players in the policy process; and
- standards for evaluating public policy making (PPA, 2012:25).

This unit provides students with information about the political context within which public policy is formulated, and the perspectives (normative/empirical, intended/unintended consequences, direct/indirect impacts and costs) through

which public policies are appraised (Sidney, 2007: 81). This unit includes the stages of interrelated activities involved in public policy making, for example defining the problem, agenda setting and policy formulation (Milakovich & Gordon, 2013: 386).

This unit further includes aspects on the agenda-setting process. It explains an agenda as issues or problems that warrant serious consideration for the making or remaking of policy, and that public and policymakers must recognise the issue as a problem (PPA, 2012:21). The mere existence of a problem is no guarantee that it will attract government attention. Many problems that government could potentially address never capture its attention due to the competition for agenda space (Birkland, 2007:65). Energy issues are, for instance, rarely raised on the policy agenda while the underlying problems remain for years (PPA, 2012:26).

- **Unit 3: Models of public policy making**

The outcomes of this unit are:

- an understanding of the models of public policy making and knowledge of how public policies are made;
- understanding how theories such as rational–comprehensive, disjoint–incremental, Lindblom’s science of muddling through (Lindblom, 1959:81), Arrow’s impossibility theorem, (Geanakoplos, 2005: 213 & 214), bounded rationality and mixed scanning (Ezoni, 1999:318; Selten, 2001:14) can be used in the process of public policy making.

Providing an understanding of the role of models in the process of public policy making forms an important part of this unit (PPA, 2012:31–46) and the different types of models of public policy making are explained in detail.

A model is a simplified representation of some aspect of the real world (PPA, 2012:31). This content of the unit is thus relevant to monitor developments in the actual political context and to provide advice and recommendations to respond to the changing context, to focus on the ever-changing environmental situation, or to plan and work for strategic outcomes that could benefit public administration

students. The content is therefore in line with the focus of the module, namely public policy analysis (PPA).

- **Unit 4: Policy Implementation**

The outcomes of this unit are:

- an understanding of the public policy implementation process;
- knowledge of government and nongovernment institutions and role players in the policy process;
- an understanding of a conceptual framework of the implementation process; and
- the criteria for policy recommendation as well as the recommendations for policy actions and decisions (PPA, 2012:47:47).

The aspects important for policy recommendation like conciseness, readability and accuracy of the recommendation, and the form and quality of argumentation are all part of this unit. The way policy objectives and resources are related to the prevailing socio-economic and political conditions and to the characteristics of the implementing agencies (see section 3.3.1) are also looked at in this unit (PPA, 2012:58).

- **Unit 5: Evaluating Policy Performance and Monitoring**

The outcomes of this unit are:

- an understanding of public policy evaluation;
- knowledge about the nature and functions of evaluation in public policy analysis;
- an understanding of the criteria that can help to evaluate policy;
- knowledge about the effect that the public policy may have;
- knowledge about policy issues; and
- problems in the policy evaluation and monitoring process.

Evaluation in policy analysis is explained in this unit as the major component in the policy process that principally focuses on the effects of a policy (PPA, 2012:59). The evaluation of policy analysis is explained in terms of –

- policy accomplishments;
- consequences that the policy could have;
- people and the public policy beneficiaries;
- consequences of the policy evaluation;
- demands for change and repeal; and
- identification of new policy problems.

Policy making approaches that reveal a pledge to policy evaluation comprise among others a clearly identified purpose, delineated success criteria, means of evaluation built into the policy making process from the beginning, and the use of pilots to sway the effect the policy might have (PPA, 2012:59–67).

This unit focuses on the evaluation of public policy making and analysis. It provides a public administration student with knowledge on the nature and characteristics of public policy, the approaches and models of public policies, and ways to consider and balance policy elements that are identified as evidence, politics and delivery.

• **Unit 6: Special Topics in public Policy making and Analysis**

The outcomes of this unit are:

- an understanding of issues and challenges of policy making in developing countries;
- knowledge about a policy paper; and
- a policy memorandum (PPA, 2012:68–84).

In this unit, issues and challenges of policy making in developing countries, for example a lack of a strong bureaucratic base and concentration of power in the hands of government coupled with less responsiveness to policies and the legislature are explained in detail to ensure that students can identify policy problems in their states. Apart from the issues and challenges, issues regarding

policy papers are also explained (PPA, 2012:69–74). Focus and forms of policy papers are explained before looking at elements of the policy paper. Policy papers can address policy problems in a variety of issues areas such as education and health, crime and human rights. The policy papers may take the form of staff reports, White Papers, briefing papers or option papers, and may focus, for example, on whether a city manager should install a computerised management information system, or whether the HPR should support a bill restricting migration of Ethiopians to Arab states to be employed as domestic helps (Young & Quinn, 2002: 18). Elements of the policy paper, along with policy informational components of policy outcome, policy performance, policy futures and policy actions and policy-analytic methods of monitoring, evaluation, problem structuring, forecasting and recommendations are discussed in this unit (PPA, 2012:75–86).

Lastly, this unit provides students with a checklist designed as a practical guide for the preparation and evaluation of policy papers. The checklist activates the guidelines, presents brief examples, and includes a rating scale that may be used to evaluate policy papers (PPA, 2012:84).

From the above, it is clear that master's students are provided with policy knowledge and skills on a broad variety of topics, including –

- identification of the political context within which the policy is formulated;
- an understanding of how public policies are made and implemented;
- the way policy analysis is evaluated; and
- the criteria for policy recommendations that will benefit the students to be actively involved in the preparation and evaluation of public policies.

Next, the content of the PhD degree is considered to determine the policy knowledge and skills that are being provided to doctoral public administration students.

6.2.3 PhD Curriculum: Comparative public policy

The module Comparative Public Policy is provided to students enrolled for a PhD degree in public management and policy in the first year of study at Addis Ababa University (AAU). The module Comparative Public Policy is subdivided into four units (blocks) of study, namely:

- **Unit 1: Comparative ideological basis for public policy management**

This unit focuses on an understanding of complexity, uncertainty and triangulation in Public Governance (CPP, 2012:17). Accordingly, the outcomes of this unit are:

- an understanding and background knowledge of comparative public policy;
- knowledge of a range of intellectual, practical and transferable skills necessary to assess different policy options; and
- an understanding of the origins and developments of policies within their national and international contexts (CPP,2012:1).

Apart from these outcomes, the unit also offers detailed information about the meaning and scope of comparative politics, the ideological basis for public policy management, and policy making rules and institutions. The unit also provides a cross-national analytical perspective on the activities of government and other role players with specific focus on policies relating to a welfare state.

Comparative policy is explained in terms of a subdivision in the field of political science distinguished by an empirical approach based on the comparative method that can be used to test the validity of general empirical propositions(Pavletic, 2010:6). The strategies used in comparative research include most similar and most different systems design along with some major works in comparative politics, for example the works of Aristotle, Montesquieu and Alexis de Tocqueville are also discussed in the unit (CPP, 2012:8).

This unit provides PhD students public administration with knowledge and information about legitimacy, which implies the popular acceptance of a governing

law or regime as an authority (CPP, 2012:12). The unit denotes that political legitimacy is considered as a basic provision for governing, without which a government will suffer legislative impasse and tumble (CPP, 2012:13). Legitimacy relevant to public policy making was also highlighted in 2.5 of this research, which explained that the Constitution of Ethiopia legitimately authorises the HPR as the highest authority of the FDRE government responsible to the Ethiopian nation, nationalities and people, as vested in the highest executive legitimate powers of the FGE, namely the prime minister and the Council of Ministers. The concept and aspects of international relations that deal with the study of relationships between countries and the roles which states, international and non-international government organisations, and multinational corporations play in the public policy making process of a country are also discussed in this unit (CPP, 2012:19).

In this unit, the ideological basis for public policy management and political philosophy is discussed as study topics like liberty, justice, property, rights, law, and the enforcement of a legal code by authority (CPP, 2012:19). The unit inter alia –

- examines the nature and significance of these topics;
- considers what makes a government legitimate;
- considers what the nature of rights and freedoms are that government should protect, and the rationale behind its actions;
- what nature the law demonstrates; and
- the duties citizens owe to their legitimate government.

Historically, the ideological basis for public policy management is referred to in terms of the philosophies of the West, the Far East, Medieval Christianity and Islam, the European Renaissance, industrialisation and the Modern Era (Fox, 2006: 6). Apart from the history of political philosophy, the evolution of contemporary political philosophy and issues about influential philosopher like Confucius, Socrates and Plato, Thomas Aquinas, Niccolò Machiavelli, John Locke, and Jean-Jacques Rousseau come under consideration in this unit (CPP, 2012:25). The unit provides

an abundance of information about the developmental state and very little policy information.

- **Unit 2: Public policies in democratic and developmental states**

The outcomes of this unit are:

- acquisition of the skills required to assess various policy options;
- comprehension of the process of public policy making within its national and international frameworks;
- knowledge of the systematic assessment of public policies from an international perspective;
- getting acquainted with topical issues such as policy evaluation, policy learning, and policy transfer;
- an understanding of how the activities of policy role players are analysed from a cross-national perspective;
- knowledge and skills on methods of comparative analysis;
- ways to analyse datasets and policy documents;
- knowledge of various forms and principles of policy making comparisons;
- in-depth comparative knowledge of policy areas; and
- comprehension of policy study and transfer (CPP, 2012:23).

Students are taught to identify nationalism, which signifies the desire to catch up with developed countries and strengthen the resource base for national defence, as it recognises that security is the driving force behind a developmental state ideology and thus provides the principal rationale for public policies in such a state.

In this unit, the ideological and structural components of developmental states, whose relationships differentiate such a state from other forms of states, are explained in depth (CPP, 2012:24). In terms of ideology, a developmental state conceives its mission to be ensuring economic development, and structurally it emphasises policy capacity as influenced by aspects of state capacity (political, institutional) and administrative capacity (technical and administrative) (CPP,

2012:27). The structural component emphasises capacity to implement economic policies wisely and effectively as determined by institutional, technical and administrative factors and the environment within which the state is found. The divergence between an analytical practice that perseveres on the impossibility of developmental states in Africa and a prescriptive literature that presumes the existence of such states and a lack of technical and analytical capacity (that includes public policy analysis) is also discussed in the unit (CPP, 2012:29).

- **Unit 3:Public Policy and Institutional Reform – Theories of governance and new public management (NPM)**

The outcomes of this unit are:

- discussing the concepts of governance and public administration;
- being able to elaborate how the effectiveness of the authority is enhanced;
- understanding the fact that good governance engages improvements in the technical competence and efficiency of the public sector with actions to make public policy more accountable, apparent and conventional to society (CPP, 2012:32).

This unit emphasises the concept of governance in Ethiopia. The relationship of governance to the role of political role players, civil society and the business community in the context of civic education, political participation and conflict management, communication, information management and the media is a point of focus in the unit (CPP, 2012:38). This unit also addresses the legislature at federal and state level and the functions of the public sector, and explains the theories of governance and NPM and the role of the international community (CPP, 2012:47). The unit discusses the concept of public administration by looking at the various definitions which have been offered to the term as “the study of government decision-making, the analysis of the policies themselves, the various inputs that have produced them, and the inputs necessary to produce alternative policies” (CPP, 2012:56). The unit also briefly considers the history of public administration from antiquity to the 19th century. The fields of public administration in the academia

consists of core branches that include public policy analysis, which serves as an empirical approach to decision-making, and the goals of public administration as a field of study comprise the efficiency and effectiveness of public services (CPP, 2012:61). In discussing policy implementation, the unit accentuates that the flexibility given to states by most legislation results in the complexity and variation of welfare policy structures and changes the centre of attention from emphasising education and training to a work-fit approach that stresses the importance and self-sufficiency (CPP, 2012:65).

This unit focuses on NPM whose reform wave emphasises that “more market orientation in the public sector will lead to greater cost-efficiency for governments, without having negative side effects on other objectives and considerations” (CPP, 2012:69). It was emphasised that NPM is more outcomes-and efficiency-oriented through better management of public budget when compared to other public management theories (Velsen, 2012:76). In addition, NPM addresses public service beneficiaries and citizens as shareholders (CPP, 2012:73). The controversy over NPM and the digital era of governance that focuses on reintegrating agencies into government control, joined-up government and digitisation is also discussed in the unit. The unit further explores government structure and NPM strategies, and confers integrating implementation issues in the context of governance and NPM. Governance here refers to the development governing styles and, unlike NPM, it is about process, not outcomes (CPP, 2012:75). Governance is about developing strategies to sustain government’s capacity to act and identifying the power relationships between institutions engaged in collective action. It is about autonomous self-governing networks that involve influencing government (CPP, 2012:79). NPM is discussed as an arrangement of the public sector bureaucracy into competition among public institutions with inducement on economic terms and leadership principles (CPP, 2012:84). From the above, it is clear that this unit emphasises theories of governance and NPM with no focus on their relationship to public policy.

- **Unit 4: Public Policy and Institutional Reform –The Nature of the State and Public Management**

The learning outcomes for this unit are:

- an understanding of theory on the nature of the state;
- shortcomings of the research into the nature of the state;
- research methodology;
- operationalizing rules and dimensions of organisations;
- sustainable reform processes; and
- knowledge of how to adopt a process-oriented approach (CPP, 2012:91).

This study unit provides students with information about the main analytical arguments to frame the political economy and for reform discussion, which includes the rational choice and political science perspectives on the economy. The link between the political science perspective (power-based approach) and economic models is considered as a substantial number of development studies in political economy build on these models (CPP, 2012:91).

The unit considers the nature of state emphasis on political institutions, socio-economic structures, and contingent political dynamics as distinct sets of factors determining how the transition to good public management, policy and institutional reform takes place (CPP, 2012:93). For example, the emergence of a supportive set of political institutions gives shape and regularity to politics as these persist and value the patterns of political behaviour (CPP, 2012:95). The study unit argues that good public management requires a plural set of political institutions to ensure control of the state executive.

Lastly, this unit explains the common set of tools adopted into the methodology of comparative public policy research to enable cross-national analysis of the study, for example, types of rules that promote and operationalise good public management, policy and institutional reform such as rules concerning administrative accountability, transparency and predictability, participation and competition, and constitutional, legislated, and administrative rules (CPP, 2012:105).

This unit focuses on the research methodology used in the study of the nature of the state and public management, and provides public administration students with knowledge of the systematic comparison of public policies and policy research skills.

After considering the undergraduate and postgraduate curriculums being provided to students, it can be concluded that the undergraduate and postgraduate policy curriculums include some policy capacity building aspects that can benefit students. However, it was also evident that some of the units found in these undergraduate and postgraduate policy curriculums do not include any policy knowledge and skills. The question can therefore be asked, how the content of the undergraduate and postgraduate policy curriculums compares to the public policy knowledge and skills that are required by a civil servant to function properly in the civil service.

6.3 AN EVALUATION OF THE POLICY CURRICULUMS AGAINST PUBLIC POLICY SKILLS REQUIRED

As indicated in section 2.7 of this research report, the UK Civil Service, the Harrison Institute for Public Law and the Wilfred Chinthochi provide a framework on public policy skills and knowledge that a civil servant should possess. The public policy skill content found in the courses, namely Public Policy making, Analysis and Evaluation, Public Policy making and Analysis, and Comparative Public Policy is evaluated against the public policy skills mentioned by the UK Civil Service, the Harrison Institute for Public Law and the Wilfred Chinthochi to determine which of the public policy skills and knowledge a civil servant should have are currently included in the curriculums for students and which public policy skills and knowledge are lacking in the curriculums that could be included to benefit students. Table 6.1 below shows the public policy skills required by a civil servant against the undergraduate and postgraduate policy curriculums currently being offered in Ethiopia.

Table 6-1: Public policy skills compared to undergraduate and postgraduate policy curriculums

Public policy capacity area	UK Civil Service, (2013)	Harrison Institute for Public Law, (2013)	Wilfred Chinthochi, (2013)	Courses on public policy making, analysis, and evaluation		
				BA	MA	PhD
Reconcile evidence, politics and delivery	Mull over and balance policy evidence, policy politics and policy delivery	Organise documents and presentations logically, meet audience needs for context in the introduction, relate the analysis through stories and examples, use appropriate language in terms of tone and objectivity, and conclude actively to support public decision-making	Identify those who have the rights, interests, resources, skills and abilities to take part in and influence the policy potential winners and losers as a result of the policy and reduce or hopefully remove potential negative policy impact	Yes, Public Policy making, Analysis, and Evaluation, unit 4, pp. 23-31	No, not included in the curriculum	No, not included in the curriculum
Evidence	Investigate, assess and advise on the political and practical implications of government policy using evidence and ideas from a wide range of sources to meet required outcomes	Identify policy questions, learn the policy context efficiently, use diverse sources to avoid bias, explain analytic methodology, use a logical framework, draw conclusions	Evaluate previous policies, new research, existing statistics and get information from several sources	No, not included in the curriculum	No, not included in the curriculum	No, not included in the curriculum
Politics	Monitor developments in the political context and give timely, honest, objective and impartial advice and recommendations to respond to the changing context in which ministers operate.	Plan of work for strategic outcomes	Focus on the ever-changing environmental situation including technology, politics, the economy, the social dimension and the natural environment, deal with the likely results of two or more variables on the outcomes of the policy	Yes, Public Policy making, Analysis, and Evaluation, unit 4, pp. 45-58	Yes, Public Policy making and Analysis unit 2, pp. 23-37	Yes, Comparative Public Policy, unit 1 pp. 18-21
Delivery	Develop sound policy, fast, in a public and political arena, and convert this policy into robust deliverable plans at whatever stage the policy is at, using creativity and confidence	Manage supervision meetings, managing effort and deadlines	Mobilise resources needed for implementation of the policy; monitor and evaluate implementation of the policy	Yes, Public Policy making, Analysis, and Evaluation, unit 3, pp. 21-30	Yes, Public Policy making and Analysis unit 2, pp. 23-37	Yes, Comparative Public Policy, Unit 2, pp. 5-7 & unit 2, pp. 12-17

Source: Adapted from UK Civil Service (2013), the Harrison Institute for Public Law (2013), Wilfred Chinthochi (2013), and Public Policy making, Analysis, Implementation, and Evaluation courses in public administration in Ethiopia

Table 6.1 indicates the public policy skills which the UK Civil Service, the Harrison Institute for Public Law, and Wilfred Chinthochi propose a civil servant should have. Evaluated against the policy capacity contents of the undergraduate curriculum (Public Policy making, Analysis and Evaluation), the postgraduate master's curriculum (Public Policy making and Analysis) and the PhD curriculum (Comparative Public Policy), it is clear that only two policy skill areas are included in the content of the curriculums for undergraduate and postgraduate students, namely skills in policy politics and strategic management and policy delivery (including skills on policy advocacy, policy accountability and project management).

Policy politics, strategic management policy skills (including the understanding and management of the political context within which public policies are made) can be explained as general basic public policy skills, which include elements like monitoring developments in the political context. This should also give advice and make recommendations to respond to the changing context within which ministers operate, and is included in the undergraduate and postgraduate courses (Public Policy making, Analysis, and Evaluation, Public Policy Analysis, and Comparative Public Policy respectively).

Public policy skills are also mentioned by the UK Civil Service, the Harrison Institute for Public Law and the Wilfred Chinthochi as important skills for civil servants to have, and include the ability to understand and manage the political context within which public policies are processed. These basic public policy skills can benefit civil servants since they work with the government in power. Understanding and managing the political context was mentioned in section 3.4 as some of the benefits of civil service education and training in a cross-cultural context that enable civil servants to perform their jobs in a different culture and/or to adjust psychologically to living in that culture.

The second policy skill included by all the institutions mentioned in Table 6.1 and included in public policy delivery skills that allow a civil servant to plan from the outset for how the policy will be delivered is also included in the undergraduate and postgraduate public administration public policy curriculums, namely public policy making, analysis and evaluation. In Public Policy making, Analysis, and Evaluation (2012:39), it is stated that those who are in charge of processing public policy (which includes the civil service as a major role player in government) are constantly subject to influences, first and foremost of the environment in which a political system operates. Understanding and managing policy environment was also mentioned in section 3.3.2.1 as important skills and knowledge for a civil servant to cope with the constantly changing demands of the policy environment and to be effective and efficient in the civil service. The skills that assist a civil servant to deliver public policy are included in Public Policy making, Analysis and Evaluation, Public Policy making and Analysis, and Comparative Public Policy. The policy delivery skills as stated in Table 6.1 by UK Civil Service, the Harrison Institute for Public Law and the Wilfred Chinthochi and also mentioned in 2.7, help to adapt public policy into vigorous deliverable plans using creativity and confidence. The use of policy delivery skills as indicated in Public Policy making and Analysis (2012:36) is an important skill for civil servants to have, since it helps to mobilise resources needed to monitor and evaluate the process of policy implementation. According to Comparative Public Policy (2012:24), the skill to deliver public policy forms the strength of civil service character throughout the world and is something that every civil servant should have.

Table 6.1 also indicated the two public policy skills that are not provided to undergraduate and postgraduate public administration students: the skill to bring the evidence, politics and delivery together, and the skill to develop and use a sound evidence-based policy, as by the UK Civil Service, the Harrison Institute for Public Law and the Wilfred Chinthochi. This includes:

- keeping the balance between policy politics and strategic management;
- policy evidence acquired through research and analysis;

- surveying, modelling and policy delivery at whatever stage the policy is;
- logical organisation of documents and presentations;
- relating policy analysis to political context and perspectives through experience;
- using appropriate bodily communication;
- conclude actively on policy processes to support public decision-making;
- identifying those who have the rights, interests, resources, skills and abilities to take part in and influence the course of the policy; and
- reduce potential negative policy impact.

From the above, it can be concluded that the content of the undergraduate policy curriculum (Public Policy making, Analysis and Evaluation), and the postgraduate curriculum public (Policy Analysis and Comparative Public Policy) provides students of public administration and civil service trainees with some of the public policy skills needed but not all of the policy skills needed. Since only ten universities in Ethiopia have Public Administration departments and provide public policy as part of their curriculums and only some of the policy curriculum is relevant to the public policy skills needed, revision might be necessary to make the curriculum more relevant to meet the policy capacity needs of the Ethiopian government.

The remaining 22 universities that do not have a Department of Public Administration and thus do not provide any public policy education might benefit by including public policy education in their curriculums, since, as stated by Yildiz et al. (2011:357), public policy research, as a field of research and teaching, has become increasingly popular and a global phenomenon, and public policy knowledge and skills are important assets for public administration graduates and civil servants.

6.4 CONCLUSION

Chapter 6 indicated the policy curriculums that are currently being used by universities in Ethiopia. After reviewing the contents of the undergraduate policy curriculum (Public Policy making, Analysis and Evaluation), the postgraduate MA curriculum (Public Policy

making and Analysis), and the PhD curriculum (Comparative Public Policy), it was found that some useful policy skills and knowledge are being provided to students. However, not all the policy skills and knowledge needed by a civil servant to be successful in his/her work is being provided in the current curriculums.

Chapter 7 provides a conclusion, an evaluation of the literature reviewed and the findings of this research. Recommendations are also made with regard to improving the policy capacity of Ethiopian civil servants.

CHAPTER 7

CONCLUSION AND RECOMMENDATIONS

7.1 INTRODUCTION

This research set out to determine whether the available university offerings to build the public policy capacity of civil servants in Ethiopia are sufficient to meet the expectations of the Ethiopian government. Subsequently, the research problem was formulated as the following question: How does one determine the sufficiency (applicability and accessibility) of the various offerings of public policy capacity building interventions in a developing country such as Ethiopia? In answering this question, various secondary questions (see section 1.3) were asked:

1. What policy knowledge and skills should a public servant in the ECS have?
2. What role does civil service education and training play with regard to the policy capacity of civil servants?
3. Are policy education and training internationally viewed as important for an effective and efficient functioning civil service?
4. Does the number of universities offering public administration education and training and the geographical distribution of these universities meet the needs of the ECS?
5. Do policy education and training programmes for Ethiopian civil servants include all the skills and knowledge needed to improve policy capacity?

The main objective of this study was to propose and apply a framework for determining the sufficiency of the various offerings aimed at building public policy capacity in a developing country such as Ethiopia (see section 1.4). In order to operationalise the research, this main objective was divided into interrelated aims (see section 1.4),

namely to design a framework for assessing applicability of these interventions, and a framework for determining the accessibility of these interventions to civil servants.

This chapter will consequently summarise and evaluate the findings of the various chapters of this thesis in terms of the abovementioned objective and aims, and draw the final conclusion in answering the question whether public administration curriculums assist to improve public policy capacity building in the ECS. This chapter will also provide recommendations to improve policy capacity at Ethiopian universities.

7.2 RESEARCH SUMMARY

Chapter 2 was devoted to answering the first research question (see section 1.3), namely “What policy knowledge and skill should a public servant in the Ethiopian civil service have?” The last part of Chapter 2, section 2.7 was dedicated to answering this question by indicating the policy knowledge and skills required by civil servants as mentioned by the UK Civil Service, the Harrison Institute of Public Law and the Wilfred Chinthochi (see section 2.7 and Table 2.5 specifically). These institutions concluded that every civil servant including an Ethiopian civil servant should:

- have the ability to monitor developments in the political context and give timely, honest, objective and impartial advice and make recommendations to respond to the changing context within which the government operate;
- have the ability to develop sound policy, fast, in a public and political arena, and convert this policy into robust deliverable plans at whatever stage the policy is at, using creativity and confidence;
- be able to investigate, assess and advise on the political and practical implications of government policy using evidence and ideas from a wide range of sources to meet required outcomes; and
- understand, consider and balance the process of developing and usage of sound evidences with the political context and ways of delivery.

In addition, Chapter 2 also provided an overview of the origin and characteristics of the civil service in Ethiopia (see section 2.3) and the role and functions of the civil service in

Ethiopia (see section 2.4). This included an overview of what the ECS system looks like, discussing the origin of the civil service in general, which dates back to the administrative system of the traditional Chinese government. However, since 1991, the ECS was decentralised with the formation of a federal parliamentary form of government (see section 2.3). As far as the civil service is concerned, Ethiopia has a closed system that declares a vacant position in the civil service to be filled only by a person who meets the qualification required for the position and who scores higher than other candidates (see section 2.2).

Chapter 2 also considered public policy and law making in Ethiopia (see section 2.5) by assessing the central feature of the state political system as well as the characteristics of public policy making that require civil servants involved in policy development to be familiar with relevant laws and practices, understand the views of key stakeholders, and have the capacity to design and implement systems (see section 2.5). Related to the civil service role in the policy making process, Chapter 2 also reflected on the policy capacity of the Ethiopian civil service (see section 2.6) and found that most civil servants join the ECS after completing school and they do not attend a university and therefore do not have any policy knowledge and skills.

The work done by the UKCS (2013), the Harrison Institute for Public Law (2013), and the Chinthochi (2013) were consequently used to develop a conceptual framework (Table 2-5) for understanding the applicability of public policy capacity building. This framework has been used as an instrument to assess the applicability of capacity building interventions for civil servants (see Chapter 6). This framework is the first original contribution of this study to the literature on the appropriateness of public policy capacity building interventions.

In addition to the above-mentioned framework, this research identified some indicators that may be useful for determining the accessibility of public policy capacity building interventions. These indicators include the number and size (area) of the distinct

geographical areas (state), the population density of a geographical area, and the number of civil servants in a geographical area.

In Chapter 3, the focus was narrowed from the civil service in general to civil service education and training, and more specifically to answer the second research question, namely, what role does civil service education and training play with regard to the policy capacity of civil servants? The purpose of this chapter was to find the direct relationship between civil service education and training and policy capacity. In section 3.4 it was indicated that civil service education and training programmes indeed contribute to improve policy skills, policy knowledge and policy attitude of civil servants. The performance of civil servants is important as they have to provide the best quality policy services and vigorous advice that will enable government to make informed decisions on public policy issues as stated by various authors including Cartwright, Hoff, Green, Zabriskie, Aguinis and Kraiger.

This chapter also gave an overview of the development of education and training (see section 3.2) from prehistoric times until the present day's highly effective education and training methods that are widely used to familiarise new employees, convey new skills, and advance existing skills. Section 3.3 includes a reflection on the need for qualified, trained and motivated civil servants, the model for effective civil service training and the phases through which civil service education and training as a system goes. Factors that influence the civil service education and training (see section 3.3.1) were discussed with emphasis on the system of government, government's employment recruitment philosophy, and the system of civil service itself. Section 3.5 provided an overview of the quality assurance measures for civil service education and training as reflected by inter alia the deliberations of the UN Department of Economic and Social Affairs (UNDESA), the International Association of Schools and Institutes of Administration (IASIA), the National Association of Schools of Public Affairs and Administration (NASPAA). It came to the fore that understanding public policy and the organisational environment, policy analysis, and analyse, synthesise, think critically, solve problems and make decisions are included in some of the unit standards, which form part of the

civil service education and training programme. All these international organisations view civil servants' ability to articulate and apply a public service perspective, and to participate in and contribute to the policy process with analytical and critical thinking as important aspects in the contents of the curriculums for public administration education and training. They consequently recommend the inclusion of public policy competencies in the education and training curriculums for students. The fact that various public administration scholars wrote about the use of public policy knowledge, skills and attitudes in the civil service was presented as an indication of the necessity of the inclusion of public policy competency in public administration education and training curriculums.

Chapter 4 was devoted to an overview of the contribution of civil service education and training on the policy capacity of civil servants, with reference to the PRC and the USA. Chapter 4 also answered the third research question, namely "Are policy education and training internationally viewed as important for an effective and efficient functioning civil service?" Chapter 4 answered this question by indicating that internationally, two of the leading economies of the world – the PRC and the USA – view policy education as important for an effective and efficient functioning civil service. Other countries, for example Ethiopia, can therefore benefit from this practice.

Chapter 4 also indicated that the USA was the first country to lay the foundation for a systematic study of public administration in 1887. In the PRC, the origins of civil service date back to the administrative system of its government in the Qin dynasty (221–207 BC), which "established the first centralised Chinese bureaucratic empire and thus created the need for an administrative system to staff it"(Encyclopedia Britannica, 2012). This chapter provided an overview and examples of public administration education programmes that are currently being used by the PRC (see section 4.4) and the USA (see section 4.7) to improve the policy capacity of civil servants in their respective civil services. Both the PRC and the USA provide formal policy education in universities as part of their Public Administration curriculums as well as additional training in policy for civil servants. The policy education offered in both countries is also

in line with policy knowledge and skills mentioned by the UK Civil Service, the Harrison Institute of Public Law and Wilfred Chinthochi regarded as important for current and future civil servants.

In order to answer the fourth research question, “Does the number of universities offering public administration education and training and the geographical distribution of these universities meet the needs of the ECS?”, Chapter 5 was devoted to a detailed overview of the universities in Ethiopia. Chapter 5 reported that of the 32 universities that are currently found in Ethiopia, ten offer public administration education to students. All ten universities include policy education to students at an undergraduate or postgraduate level (see section 5.5.1). Territorially, seven of these universities are situated in the State of Oromia, two in the State of the SNNP and one university is situated in the State of Tigray (see Figure 5.2). In addition, Chapter 5 reported that professional education and training institutions do not provide any policy training to civil servants (see section 5.5.2). Based on Chapter 5, it was therefore concluded that the number of universities and the geographical distribution of these universities do not meet the needs of the ECS. Policy education, knowledge and skills are still very limited in relation to the need for a properly educated and trained civil service, staffed with civil servants that meet a clear understanding of and is competent in the process of public policy making.

In addition, Chapter 5 also provided an overview of higher education in Ethiopia (see section 5.2), which indicated the formation and establishment of all the universities currently found in Ethiopia. The requirements for civil service education and training in Ethiopia (see section 5.3) were also included. The main contribution of chapter 5 to the understanding of the accessibility of public policy capacity building interventions is the identification of the geographical concentration of providers of capacity building programmes as a major indicator for accessibility.

In addition to the other indicators of accessibility identified in chapter 2 (the size (extent of area) of the distinct geographical areas (states), the population density of a geographical area, and the number of civil servants in a geographical area), this

research has thus shown that the accessibility of capacity building interventions can be assessed through the following framework:

- the number and size (extent of area) of the distinct geographical areas (states)
- the population density of a geographical area (state)
- the number of civil servants in a geographical area (state)
- the geographical concentration of providers of capacity building interventions (universities)

By applying the above accessibility framework, chapter 5 has concluded that the accessibility of public policy education and training in Ethiopia is restricted and consequently does not meet the needs of the country.

Chapter 6 answered the fifth research question, “Do policy education and training programmes for Ethiopian civil servants include all the skills and knowledge needed to improve policy capacity?” This chapter applied the applicability framework (see Table 2-5) to do an in-depth content analysis of the Public Administration curriculums that include policy knowledge and skills (see section 6.2). The undergraduate curriculum for Public Policy making, Analysis and Evaluation (see section 6.2.1), the master’s course in public policy making and analysis (see section 6.2.2) and the doctoral curriculum for Comparative Public Policy (see section 6.2.3) were analysed in detail to assess their content. The curriculums content of these policy courses were then evaluated against the policy skills as required by the UK Civil Service, the Harrison Institute of Public Law and the Wilfred Chinthochi to determine whether the public policy curriculums provide Ethiopian civil servants with policy knowledge and skills that they need to be successful in their work (see section 6.3). This chapter reported that, although the current curriculums include some policy knowledge and skills needed for civil servants to be successful in their work, not all of the policy skills needed are incorporated. This is of concern especially since the education these universities deliver is of a pre-service format and not in-service training. In addition, as indicated in Chapter 2 (see Table 2.3), a large number of civil servants are appointed directly after they have left school and they never attend a university. The content analysis revealed that the current

curriculums of public policy capacity building interventions do not include all the skills and knowledge that an Ethiopian civil servant needs. In determining this, this chapter provided the applicability of the curricula for public policy capacity building interventions. The public policy capacity of civil servants exposed to those interventions will therefore be sufficient.

7.3 FINAL CONCLUSION

The main objective of this research was to propose and apply a framework for determining the sufficiency of the various offerings for public policy capacity building in a developing country such as Ethiopia. This objective has been achieved by proposing two interrelated frameworks as an original contribution to the subject literature, namely one for assessing the accessibility of these interventions and one for the applicability of the curricula of these interventions.

Accessibility

This research has shown that the accessibility of public policy capacity building interventions is determined by the following indicators:

- The number and size (area) of the distinct geographical area (state),
- The population density of a geographical area, and
- The number of civil servants in a geographical area.

By applying the above accessibility framework, this study has shown that not only ten out of the 32 universities in Ethiopia offer public administration as a subject, but that these ten universities are geographically concentrated in three of the eleven states of Ethiopia. Consequently one can conclude that most of the citizens, students and civil servants in Ethiopia have restricted access to public policy capacity building interventions.

Applicability

The research has furthermore shown that the applicability of the curricula for public policy capacity building interventions can be assessed by applying the following criteria (see Table 2-5):

- The capacity to bring together communication stakeholders
- The capacity to develop and analyse policy using a sound evidence base through research, analysis, surveying and modelling
- The capacity to understand the political and strategic context of public policy
- The capacity to implement public policy strategically, accountably and efficiently

By applying this framework within the context of Ethiopia, this research concluded that the current curriculums of public policy capacity building interventions are not fully applicable to needs of the Ethiopian government for building the public policy capacity of their civil servant.

Considering that the main objective of this research was to determine whether the available university offerings to build the public policy capacity of civil servants in Ethiopia are sufficient to meet the expectations of the Ethiopian government, **it can thus be concluded that these offerings are not sufficient due to the restricted accessibility to the offerings and the inadequate applicability of their curricula.**

This conclusion is of concern since a lack of access to policy education and training as stated by Denhardt and Denhardt (2011:90–94) may have a direct effect on the work of civil servants. As stated in Chapter 1 of this research, Ethiopia is a country in need of policy-educated and trained civil servants to successfully achieve its development plans. This research has revealed that the capacity of the Ethiopian government to implement transformational policies, may be seriously hampered by not only the few public policy education and training offerings in Ethiopia, but also by the geographical concentration of these few offerings. This research has therefore made a decided contribution not only to the policy skills and knowledge required by the Ethiopian civil

service but also to the Public Administration curricula that is being offered to students in Ethiopia.

7.4 RECOMMENDATIONS

Recommendations that could assist in improving public policy capacity building in the ECS include the following:

- Taking into consideration that UNDESA, IASIA and NASPAA and a number of academic institutions in countries like the Peoples' Republic of China and the United States of America and bodies like ASPA and NAPA have standards for public administration and policy education and training, it is recommended that Ethiopia also consider adopting such standard for education and training. These standards will ensure that all public administration and policy education and training is of a high quality throughout the country.
- It is also recommended that more universities in Ethiopia, especially in remote areas, consider offering Public Administration as a subject in order to meet the needs of a public policy-educated and trained civil service. It is only through education and training that the Ethiopian government will be able to implement and execute policies properly and develop the country. Ethiopia currently has a number of states that do not provide public administration or policy education.
- With only some of the proposed public policy skills present in the curriculums for Public Administration (Public Policy making, Analysis and Evaluation, Public Policy making and Analysis, and Comparative Public Policy), it is recommended that more policy skills and knowledge be included. This will benefit all the universities and encourage them to re-evaluate the current policy curriculums and to include all the policy skills that a civil servant will need to be successful in his/her work.
- Professional training institutions should consider providing policy education and training or in-service training to civil servants since, as indicated in Chapter 2, most

civil servants do not attend university but start working after completing schools. Most civil servants in Ethiopia therefore never get the opportunity to gain policy knowledge and skills. Training institutions have the ability to address this need and to provide the training required, and

- This research finally recommends that, on-going research be undertaken to ensure that the ECS improve on the current knowledge and skills that it has. Improved skills, especially with regard to policy, will improve the functioning of civil servants and help the country to develop as stated in Chapter 1.

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APPENDIXES

Appendix 1/a: Public Universities in the People's Republic of China

PUBLIC UNIVERSITIES IN THE PEOPLE'S REPUBLIC OF CHINA	
• Tarim University	Alar
• Ankang University	Ankang
• Anqing Teachers College	Anqing
• Anshan Normal University • University of Science and Technology Liaoning	Anshan
• Anshun University	Anshun
• Anyang Institute of Technology • Anyang Normal University	Anyang
• Hezhou University	Babu
• Baicheng Normal University	Baicheng
• Baise University • Youjiang Medical University for Nationalities	Baise
• Nanjing University of Aeronautics and Astronautics	Baixia ...
• Agricultural University of Hebei • Baoding University • Hebei College of Finance • Hebei University	Baoding
• Baoji University of Arts and Sciences	Baoji
• Baoshan College	Baoshan
• Inner Mongolia University of Science and Technology	Baotou
• Beihang University	Beijing

- Beijing City University
- Beijing Dance Academy
- Beijing Electronic Science and Technology Institute
- Beijing Film Academy
- Beijing Foreign Studies University
- Beijing Forestry University
- Beijing Information Science & Technology University
- Beijing Institute of Fashion Technology
- Beijing Institute of Graphic Communication
- Beijing Institute of Petrochemical Technology
- Beijing Institute of Technology
- Beijing International Studies University
- Beijing Jiaotong University
- Beijing Language and Culture University
- Beijing Materials University
- Beijing Normal University
- Beijing Sport University
- Beijing Technology and Business University
- Beijing Union University
- Beijing University of Agriculture
- Beijing University of Chemical Technology
- Beijing University of Chinese Medicine
- Beijing University of Civil Engineering and Architecture
- Beijing University of Posts and Telecommunications
- Beijing University of Technology
- Capital Medical University
- Capital Normal University
- Capital University of Economics and Business
- Capital University of Physical Education and Sports
- Central Academy of Fine Arts
- Central Conservatory of Music
- Central University of Finance and Economics
- China Agricultural University
- China Conservatory of Music
- China Foreign Affairs University
- China Institute of Industrial Relations
- China University of Geosciences, Beijing
- China University of Mining and Technology, Beijing
- China University of Petroleum
- China University of Political Science and Law
- China Women's University
- China Youth University for Political Sciences
- Chinese People's Public Security University
- Communication University of China
- Graduate University of the Chinese Academy of Sciences
- Minzu University of China
- North China Electric Power University
- North China University of Technology
- Peking Union Medical College
- Peking University

<ul style="list-style-type: none"> • Renmin University of China • Shougang Institute of Technology • The Central Academy of Drama • The National Academy of Chinese Theatre Arts • Tsinghua University • University of International Business and Economics • University of International Relations • University of Science and Technology Beijing • Anhui University of Finance and Economics 	
<ul style="list-style-type: none"> • Bengbu College • Bengbu Medical College 	Bengbu
<ul style="list-style-type: none"> • Liaoning Institute of Science and Technology 	Benxi
<ul style="list-style-type: none"> • Bijie University 	Bijie
<ul style="list-style-type: none"> • Binzhou Medical University • Binzhou University 	Binzhou
<ul style="list-style-type: none"> • Changchun Institute of Technology • Changchun Normal University • Changchun University • Changchun University of Chinese Medicine • Changchun University of Science and Technology • Changchun University of Technology • Jilin Agricultural University • Jilin Animation Institute • Jilin Business and Technology College • Jilin College of the Arts • Jilin Huaqiao Foreign Languages Institute • Jilin Institute of Architecture and Civil Engineering • Jilin Institute of Physical Education • Jilin Teachers Institute of Engineering and Technology • Jilin University • Jilin University of Finance and Economics • Northeast Normal University 	Changchun
<ul style="list-style-type: none"> • Hunan University of Arts and Science 	Changde
<ul style="list-style-type: none"> • Changji College • Hebei Normal University of Science and Technology 	Changji

<ul style="list-style-type: none"> • Central South University • Central South University of Forestry & Technology • Changsha University • Changsha University of Science and Technology • Hunan Agricultural University • Hunan First Normal University • Hunan International Economics University • Hunan Normal University • Hunan University • Hunan University of Commerce • National University of Defence Technology 	Changsha
<ul style="list-style-type: none"> • Changzhi Medical College 	Changzhi
<ul style="list-style-type: none"> • Changzhi University 	Changzhi
<ul style="list-style-type: none"> • Changzhou Institute of Technology • Changzhou University • Jiangsu Teachers University of Technology 	Changzhou
<ul style="list-style-type: none"> • Chaohu University 	Chaohu
<ul style="list-style-type: none"> • Hanshan Normal University 	Chaozhou
<ul style="list-style-type: none"> • Chengde Medical University 	Chengde
<ul style="list-style-type: none"> • Chengdu Medical College • Chengdu Sport University • Chengdu University • Chengdu University of Information Technology • Chengdu University of Technology • Chengdu University of Traditional Chinese Medicine • Sichuan Conservatory of Music • Sichuan Normal University • Sichuan University • Southwest Jiaotong University • Southwest University for Nationalities • Southwester University of Finance and Economics • University of Electronic Science and Technology of China • Xihua University 	Chengdu
<ul style="list-style-type: none"> • Xiangnan University 	Chenzhou
<ul style="list-style-type: none"> • Chifeng University 	Chifeng

<ul style="list-style-type: none"> • Chongqing Jiaotong University • Chongqing Medical University • Chongqing Normal University • Chongqing Technology and Business University • Chongqing Three Gorges University • Chongqing University • Chongqing University of Arts and Sciences • Chongqing University of Posts and Telecommunications • Chongqing University of Technology • Sichuan Fine Arts Institute • Sichuan International Studies University • Southwest University • Southwest University of Political Science and Law • Yangtze Normal University 	Chongqing
<ul style="list-style-type: none"> • Chuxiong Normal University 	Chuxiong
<ul style="list-style-type: none"> • Chuzhou University 	Chuzhou
<ul style="list-style-type: none"> • Sichuan University of Arts and Science 	Dachuan
<ul style="list-style-type: none"> • Dali University 	Dali
<ul style="list-style-type: none"> • Dalian Fisheries University • Dalian Jiaotong University • Dalian Maritime University • Dalian Nationalities University • Dalian Polytechnic University • Dalian University • Dalian University of Foreign Languages • Dalian University of Technology • Dongbei University of Finance and Economics • Liaoning Normal University • Liaoning University of International Business and Economics • Neusoft Institute of Information 	Dalian
<ul style="list-style-type: none"> • Eastern Liaoning University 	Dandong
<ul style="list-style-type: none"> • Daqing Normal University 	Daqing
<ul style="list-style-type: none"> • Northeast Petroleum University 	Daqing city
<ul style="list-style-type: none"> • Shanxi Datong University 	Datong
<ul style="list-style-type: none"> • Chongqing University of Science and Technology 	Daxue

• Dezhou University	Dezhou
• Dongguan University of Technology	Dongguan
• Qiannan Normal College for Nationalities	Duyun
• Anhui Science and Technology University	Fengyang
• Foshan University	Foshan
• Liaoning University of Petroleum and Chemical Technology	Fushun
• Liaoning Technical University	Fuxin
• Fuyang Teachers College	Fuyang
<ul style="list-style-type: none"> • East China University of Technology • Fujian Agriculture and Forestry University • Fujian Medical University • Fujian Normal University • Fujian University of Technology • Fujian University of Traditional Chinese Medicine • Fuzhou University • Minjiang University 	Fuzhou
<ul style="list-style-type: none"> • Gannan Medical University • Jiangxi University of Science and Technology 	Ganzhou
• Civil Aviation Flight University of China	Guanghan
<ul style="list-style-type: none"> • Guangdong Baiyun University • Guangdong Peizheng College • Guangdong Pharmaceutical University • Guangdong Polytechnic Normal University • Guangdong University of Business Studies • Guangdong University of Finance • Guangdong University of Foreign Studies • Guangdong University of Technology • Guangzhou Medical College • Guangzhou Sport University • Guangzhou University • Guangzhou University of Chinese Medicine • Jinan University • South China Agricultural University • South China Normal University 	Guangzhou

<ul style="list-style-type: none"> • South China University of Technology • Southern Medical University • Sun Yat-Sen University • The Guangzhou Academy of Fine Arts • Xinghai Conservatory of Music • Zhongkai University of Agriculture and Engineering 	
<ul style="list-style-type: none"> • Chizhou University 	Guichi
<ul style="list-style-type: none"> • Guangxi Normal University 	Guilin
<ul style="list-style-type: none"> • Guilin Medical University 	Guilin
<ul style="list-style-type: none"> • Guilin University of Electronic Technology 	Guilin
<ul style="list-style-type: none"> • Guilin University of Technology 	Guilin ...
<ul style="list-style-type: none"> • Guiyang College of Traditional Chinese Medicine 	Guiyang
<ul style="list-style-type: none"> • Guiyang Medical University • Guiyang University • Guizhou Normal University • Guizhou University • Guizhou University for Nationalities • Guizhou University of Finance and Economics 	Guiyang
<ul style="list-style-type: none"> • Ningxia Teachers University 	Guyuan
<ul style="list-style-type: none"> • Haikou College of Economics • Hainan Medical College • Hainan Normal University • Hainan University 	Haikou
<ul style="list-style-type: none"> • Handan College • Hebei University of Engineering 	Handan

<ul style="list-style-type: none"> • China Academy of Art • China Jiliang University • Hangzhou Dianzi University • Hangzhou Normal University • Zhejiang Chinese Medical University • Zhejiang Gongshang University • Zhejiang Sci-Tech University • Zhejiang Shuren University • Zhejiang University • Zhejiang University of Finance & Economics • Zhejiang University of Media and Communications • Zhejiang University of Science and Technology • Zhejiang University of Technology 	Hangzhou
<ul style="list-style-type: none"> • Shaanxi University of Technology 	Hanzhong
<ul style="list-style-type: none"> • Harbin DeQiang College of Commerce • Harbin Engineering University • Harbin Institute of Physical Education • Harbin Institute of Technology • Harbin Medical University • Harbin Normal University • Harbin University • Harbin University of Commerce • Harbin University of Science and Technology • Heilongjiang East University • Heilongjiang Institute of Science & Technology • Heilongjiang Institute of Technology • Heilongjiang University • Heilongjiang University of Chinese Medicine • Northeast Agricultural University • Northeast Forestry University 	Harbin
<ul style="list-style-type: none"> • Anhui Agricultural University • Anhui Medical University • Anhui Sanlian University • Anhui University • Anhui University of Architecture • Anhui University of Traditional Chinese Medicine • Anhui Xinhua University • Hefei Normal University • Hefei University • Hefei University of Technology • University of Science and Technology of China 	Hefei
<ul style="list-style-type: none"> • Heihe University 	Heihe
<ul style="list-style-type: none"> • Hengshui University 	Hengshui

<ul style="list-style-type: none"> • Changsha Medical University • Hengyang Normal University • Hunan Institute of Technology • University of South China 	Hengyang
<ul style="list-style-type: none"> • Heze University 	Heze
<ul style="list-style-type: none"> • Gansu Normal University for Nationalities 	Hezuo
<ul style="list-style-type: none"> • Inner Mongolia Agricultural University • Inner Mongolia Finance and Economics College • Inner Mongolia Medical College • Inner Mongolia Nationality College • Inner Mongolia Normal University • Inner Mongolia University • Inner Mongolia University of Technology 	Hohhot
<ul style="list-style-type: none"> • Huaibei Coal Industry Teachers College 	Huaibei
<ul style="list-style-type: none"> • Huaihua University 	Huaihua
<ul style="list-style-type: none"> • Anhui University of Science and Technology • Huainan Normal University 	Huainan
<ul style="list-style-type: none"> • Huaiyin Institute of Technology • Huaiyin Normal University 	Huaiyin
<ul style="list-style-type: none"> • Huanggang Normal University 	Huanggang
<ul style="list-style-type: none"> • Huangshan University 	Huangshan
<ul style="list-style-type: none"> • Huangshi Institute of Technology • Hubei Normal University 	Huangshi
<ul style="list-style-type: none"> • Wuhan Polytechnic University 	Huayuan
<ul style="list-style-type: none"> • Huizhou College 	Huizhou
<ul style="list-style-type: none"> • Liaoning Finance and Trade College 	Huludao
<ul style="list-style-type: none"> • Huzhou Teachers College 	Huzhou

• Jiamusi University	Jiamusi
• Jinggangshan University	Jian
• Wuyi University	Jiangmen
• Henan Polytechnic University	Jiaozuo
<ul style="list-style-type: none"> • Beihua University • Jilin Agricultural Science and Technology College • Jilin Institute of Chemical Technology • Jilin Medical College • Northeast Dianli University 	Jilin
<ul style="list-style-type: none"> • Shandong Institute of Light Industry • Shandong Jianzhu University • Shandong Jiaotong University • Shandong Normal University • Shandong Sport University • Shandong University • Shandong University of Arts • Shandong University of Arts & Design • Shandong University of Finance and Economics • Shandong University of Political Science and Law • Shandong University of Traditional Chinese Medicine • Shandong Yingcai University • University of Jinan 	Jinan
• Yangtze University	Jingzhou
• Zhejiang Normal University	Jinhua
<ul style="list-style-type: none"> • Jining Medical University • Jining Teachers College • Jining University 	Jining
<ul style="list-style-type: none"> • Bohai University • Liaoning Medical University • Liaoning University of Technology • JiShou University 	Jinzhou
• Jiujiang University	Jiujiang
• Henan University	Kaifeng

<ul style="list-style-type: none"> • Kaili University 	Kaili
<ul style="list-style-type: none"> • Kashgar Teachers College 	Kashgar
<ul style="list-style-type: none"> • Kunming Medical University • Kunming University • Kunming University of Science and Technology • Southwest Forestry University • Yunnan Agricultural University • Yunnan Arts University • Yunnan Nationalities University • Yunnan Normal University • Yunnan University • Yunnan University of Finance and Economics • Yunnan University of Traditional Chinese Medicine 	Kunming
<ul style="list-style-type: none"> • Qingdao Agricultural University 	Laiyang
<ul style="list-style-type: none"> • Langfang Teachers College • North China Institute of Aerospace Engineering 	Langfang
<ul style="list-style-type: none"> • Gansu Agricultural University • Gansu College of Traditional Chinese Medicine • Gansu Institute of Political Science and Law • Lanzhou City University • Lanzhou Jiaotong University • Lanzhou University • Lanzhou University of Finance and Economics • Lanzhou University of Technology • Northwest Normal University • Northwest University for Nationalities 	Lanzhou
<ul style="list-style-type: none"> • Leshan Normal University 	Leshan
<ul style="list-style-type: none"> • Tibet University • Tibetan Traditional Medical College 	Lhasa
<ul style="list-style-type: none"> • Huaihai Institute of Technology 	Lianyungang
<ul style="list-style-type: none"> • Liaocheng University 	Liaocheng

• Zhejiang Forestry University	Lin'an
• Shanxi Normal University	Linfen
• TaiZhou University	Linhai
• Linyi Normal University	Linyi
• Liupanshui Normal College	Liupanshui
• Guangxi University of Technology	Liuzhou
• Longyan University	Longyan
• Hunan Institute of Humanities, Science and Technology	Loudi
• West Anhui University	Lu'
• Henan University of Science and Technology • Luoyang Institute of Science and Technology • Luoyang Normal University	Luoyang
• Dalian Medical University	Lushun
• Luzhou Medical College	Luzhou
• Anhui University of Technology	Ma'anshan
• Guangdong University of Petrochemical Technology	Maoming
• Jiaying University	Meizhou
• Honghe University	Mengzi
• Mianyang Normal University • Southwest University of Science and Technology	Mianyang
• Heilongjiang Bayi Agricultural University	Mishan

<ul style="list-style-type: none"> • Mudanjiang Medical College • Mudanjiang Normal University 	Mudanjiang
<ul style="list-style-type: none"> • East China Jiaotong University • Jiangxi Agricultural University • Jiangxi BlueSky University • Jiangxi Normal University • Jiangxi Science and Technology Normal University • Jiangxi University of Finance and Economics • Jiangxi University of Traditional Chinese Medicine • Nanchang HangKong University • Nanchang Institute of Technology • Nanchang University 	Nanchang
<ul style="list-style-type: none"> • China West Normal University • North Sichuan Medical College • Southwest Petroleum University 	Nanchong
<ul style="list-style-type: none"> • China Pharmaceutical University • Hohai University • Jinling Institute of Technology • Nanjing Agricultural University • Nanjing Audit University • Nanjing Forestry University • Nanjing Institute of Technology • Nanjing Medical University • Nanjing Normal University • Nanjing Sport Institute • Nanjing University • Nanjing University of Finance and Economics • Nanjing University of Information Science and Technology • Nanjing University of Posts and Telecommunications • Nanjing University of Science and Technology • Nanjing University of Technology • Nanjing University of the Arts • Nanjing University of Traditional Chinese Medicine • Nanjing Xiaozhuang University • Sanjiang University • Southeast University • Guangxi Arts Institute • Guangxi Medical University • Guangxi Teachers Education University • Guangxi Traditional Chinese Medical University • Guangxi University • Guangxi University for Nationalities • Guangxi University of Finance and Economics 	Nanning
<ul style="list-style-type: none"> • Nantong University 	Nantong

<ul style="list-style-type: none"> • Nanyang Institute of Technology • Nanyang Normal University 	Nanyang
<ul style="list-style-type: none"> • Neijiang Normal University 	Neijiang
<ul style="list-style-type: none"> • Ningbo Dahongying University • Ningbo University • Ningbo University of Technology • The University of Nottingham Ningbo, China • Zhejiang Wanli University 	Ningbo
<ul style="list-style-type: none"> • Panzhihua University 	Panzhihua
<ul style="list-style-type: none"> • Henan University of Urban Construction • Pingdingshan University 	Pingdingshan
<ul style="list-style-type: none"> • Putian University 	Putian
<ul style="list-style-type: none"> • Ocean University of China • Qingdao Binhai University • Qingdao Technological University • Qingdao University • Qingdao University of Science and Technology 	Qingdao
<ul style="list-style-type: none"> • Longdong University 	Qingyang
<ul style="list-style-type: none"> • Northeast University at Qinhuangdao Campus • Yanshan University 	Qinhuangdao
<ul style="list-style-type: none"> • Qiqihar Medical University • Qiqihar University 	Qiqihar
<ul style="list-style-type: none"> • Huaqiao University • Minnan University of Science and Technology • Quanzhou Normal University • Yang-En University 	Quanzhou
<ul style="list-style-type: none"> • Qufu Normal University 	Qufu
<ul style="list-style-type: none"> • Qujing Normal University 	Qujing
<ul style="list-style-type: none"> • North China Institute of Science and Technology 	Sanhe

<ul style="list-style-type: none"> • Sanming University 	Sanming
<ul style="list-style-type: none"> • China Europe International Business School • Donghua University • East China Normal University • East China University of Political Science and Law • East China University of Science and Technology • Fudan University • Sanda University • Shanghai Business School • Shanghai Conservatory of Music • Shanghai Dianji University • Shanghai Finance University • Shanghai Institute of Foreign Trade • Shanghai Institute of Technology • Shanghai International Studies University • Shanghai Jianqiao College • Shanghai Jiao Tong University • Shanghai Lixin University of Commerce • Shanghai Maritime University • Shanghai Normal University • Shanghai Ocean University • Shanghai Second Polytechnic University • Shanghai Theatre Academy • Shanghai University • Shanghai University of Electric Power • Shanghai University of Engineering Science • Shanghai University of Finance and Economics • Shanghai University of Political Science and Law • Shanghai University of Sport • Shanghai University of Traditional Chinese Medicine • Tongji University • University of Shanghai for Science and Technology 	Shanghai
<ul style="list-style-type: none"> • Shangqiu Normal University 	Shangqiu
<ul style="list-style-type: none"> • Shangrao Normal University 	Shangrao
<ul style="list-style-type: none"> • Shangluo University 	Shangzhou
<ul style="list-style-type: none"> • Shantou University 	Shantou
<ul style="list-style-type: none"> • Shaoguan University 	Shaoguan
<ul style="list-style-type: none"> • Shaoxing University • Zhejiang Yuexiu University of Foreign Languages • Shaoyang University 	Shaoxing

<ul style="list-style-type: none"> • Jingchu University of Technology 	Shayang
<ul style="list-style-type: none"> • China Medical University • Liaoning University • Liaoning University of Traditional Chinese Medicine • LuXun Academy of Fine Arts • Northeastern University • Shenyang Aerospace University • Shenyang Agricultural University • Shenyang Conservatory of Music • Shenyang Institute of Chemical Technology • Shenyang Institute of Engineering • Shenyang Jianzhu University • Shenyang Ligong University • Shenyang Medical College • Shenyang Normal University • Shenyang Pharmaceutical University • Shenyang Sport University • Shenyang University • Shenyang University of Technology 	Shenyang
<ul style="list-style-type: none"> • Shenzhen University 	Shenzhen
<ul style="list-style-type: none"> • Hubei University for Nationalities 	Shien
<ul style="list-style-type: none"> • Shihezi University 	Shihezi
<ul style="list-style-type: none"> • Hebei Institute of Communication • Hebei Institute of Physical Education • Hebei Medical University • Hebei Normal University • Hebei University of Economics and Business • Hebei University of Science and Technology • Shijiazhuang Railway University • Shijiazhuang University • Shijiazhuang University of Economics 	Shijiazhuang
<ul style="list-style-type: none"> • Hubei Automotive Industries Institute • Hubei University of Medicine 	Shiyan
<ul style="list-style-type: none"> • Ningxia Institute of Science and Technology 	Shizuishan
<ul style="list-style-type: none"> • Weifang University of Science & Technology 	Shouguang
<ul style="list-style-type: none"> • Jilin Normal University 	Siping

<ul style="list-style-type: none"> • Suihua University 	Suihua
<ul style="list-style-type: none"> • Changshu Institute of Technology • Soochow University • Suzhou University • Suzhou University of Science and Technology • Xi'an Jiaotong-Liverpool University 	Suzhou
<ul style="list-style-type: none"> • Shandong Agricultural University • Shandong University of Science and Technology • Taishan Medical University • Taishan University 	Tai'an
<ul style="list-style-type: none"> • Shanxi Agricultural University 	Taigu
<ul style="list-style-type: none"> • North University of China • Shanxi Medical University • Shanxi Traditional Chinese Medicine University • Shanxi University • Shanxi University of Finance and Economics • Taiyuan Normal University • Taiyuan University of Science and Technology • Taiyuan University of Technology 	Taiyuan
<ul style="list-style-type: none"> • Hebei Polytechnic University • North China Coal Medical University • Tangshan College • Tangshan Teachers College 	Tangshan
<ul style="list-style-type: none"> • Civil Aviation University of China • Hebei United University • Nankai University • Tianjin Academy of Fine Arts • Tianjin Agricultural University • Tianjin Conservatory of Music • Tianjin Foreign Studies University • Tianjin Institute of Urban Construction • Tianjin Medical University • Tianjin Normal University • Tianjin Polytechnic University • Tianjin Tianshi College • Tianjin University • Tianjin University of Commerce • Tianjin University of Finance and Economics • Tianjin University of Science and Technology • Tianjin University of Sport • Tianjin University of Technology • Tianjin University of Technology and Education 	Tianjin

<ul style="list-style-type: none"> • Tianjin University of Traditional Chinese Medicine 	
<ul style="list-style-type: none"> • Tianshui Normal University 	Tianshui
<ul style="list-style-type: none"> • Inner Mongolia University for Nationalities 	Tongliao
<ul style="list-style-type: none"> • Tongling University 	Tongling
<ul style="list-style-type: none"> • Tongren University 	Tongren
<ul style="list-style-type: none"> • Xin Jiang Arts University • Xinjiang Agricultural University • Xinjiang Medical University • Xinjiang Normal University • Xinjiang University • Xinjiang University of Finance and Economics 	Urumqi
<ul style="list-style-type: none"> • Weifang Medical University • Weifang University 	Weifang
<ul style="list-style-type: none"> • Weinan Teachers University 	Weinan
<ul style="list-style-type: none"> • Wenshan University 	Wenshan
<ul style="list-style-type: none"> • Wenzhou Medical College • Wenzhou University 	Wenzhou
<ul style="list-style-type: none"> • China University of Geosciences • Huazhong Agricultural University • Huazhong Normal University • Huazhong University of Science and Technology • Hubei Institute of Fine Arts • Hubei University • Hubei University of Chinese Medicine • Hubei University of Economics • Hubei University of Education • Hubei University of Technology • Jiangnan University • South-Central University for Nationalities • Wuhan Bioengineering Institute • Wuhan Conservatory of Music • Wuhan Institute of Physical Education • Wuhan Institute of Technology • Wuhan Textile University • Wuhan University • Wuhan University of Science and Technology 	Wuhan

<ul style="list-style-type: none"> • Wuhan University of Technology • Zhongnan University of Economics and Law 	
<ul style="list-style-type: none"> • Anhui Normal University • Anhui Polytechnic University • Wannan Medical College 	Wuhu
<ul style="list-style-type: none"> • Jiangnan University 	Wuxi
<ul style="list-style-type: none"> • Wuyi University 	Wuyishan
<ul style="list-style-type: none"> • Qiongzhou University 	Wuzhishan
<ul style="list-style-type: none"> • Wuzhou University 	Wuzhou
<ul style="list-style-type: none"> • Northwest University of Politics and Law • Xi'an Academy of Fine Arts • Xi'an Conservatory of Music • Xi'an Eurasia University • Xi'an Fanyi University • Xi'an International University • Xi'an Physical Education University • Xi'an Polytechnic University • Xi'an Shiyong University • Xi'an Technological University • Xi'an University of Arts and Science • Xi'an University of Posts & Telecommunications • Xijing University 	Xi'an
<ul style="list-style-type: none"> • Jimei University • Xiamen University • Xiamen University of Technology 	Xiamen
<ul style="list-style-type: none"> • Chang'an University • Northwest University • Northwestern Polytechnical University • Shaanxi Institute of International Trade & Commerce • Shaanxi Normal University • Xi'an International Studies University • Xi'an Jiaotong University • Xi'an Peihua University • Xi'an Siyuan University • Xi'an University of Architecture and Technology • Xi'an University of Finance and Economics • Xi'an University of Science and Technology • Xi'an University of Technology 	Xi'an

<ul style="list-style-type: none"> • Xidian University 	
<ul style="list-style-type: none"> • Hunan Institute of Engineering • Hunan University of Science and Technology • XiangTan University 	Xiangtan
<ul style="list-style-type: none"> • Hubei University of Arts and Science 	Xiangyang
<ul style="list-style-type: none"> • Xianning University • Shaanxi University of Chinese Medicine • Shaanxi University of Science and Technology • Tibet Institute for Nationalities • Xianyang Normal University 	Xianning
<ul style="list-style-type: none"> • Hubei Engineering University 	Xiaogan
<ul style="list-style-type: none"> • Xichang College 	Xichang
<ul style="list-style-type: none"> • Xingtai University 	Xingtai
<ul style="list-style-type: none"> • Xingyi Normal University for Nationalities 	Xingyi City
<ul style="list-style-type: none"> • Qinghai Normal University • Qinghai University • Qinghai University for Nationalities 	Xining
<ul style="list-style-type: none"> • Henan Institute of Science and Technology • Henan Normal University • Xinxiang Medical University • Xinxiang University 	Xinxiang
<ul style="list-style-type: none"> • Xinyang Normal University 	Xinyang
<ul style="list-style-type: none"> • Qinzhou University 	Xinzhou
<ul style="list-style-type: none"> • Xinzhou Teachers University 	Xinzhou
<ul style="list-style-type: none"> • Xuchang University 	Xuchang
<ul style="list-style-type: none"> • China University of Mining and Technology • Xuzhou Institute of Technology • Xuzhou Medical College • Xuzhou Normal University 	Xuzhou

<ul style="list-style-type: none"> • Sichuan Agricultural University 	Ya'an
<ul style="list-style-type: none"> • Yan'an University 	Yanan
<ul style="list-style-type: none"> • Yancheng Institute of Technology • Yancheng Teachers University 	Yancheng
<ul style="list-style-type: none"> • Northwest A&F University 	Yangling
<ul style="list-style-type: none"> • Yangzhou University 	Yangzhou
<ul style="list-style-type: none"> • Yanbian University • Yanbian University of Science and Technology 	Yanji
<ul style="list-style-type: none"> • Ludong University • Shandong Institute of Business and Technology • Yantai Nanshan University • Yantai University 	Yantai
<ul style="list-style-type: none"> • Yibin University 	Yibin
<ul style="list-style-type: none"> • China Three Gorges University 	Yichang
<ul style="list-style-type: none"> • Yichun University 	Yichun
<ul style="list-style-type: none"> • Ningxia Medical University • Ningxia University 	Yinchuan
<ul style="list-style-type: none"> • Yili Normal University 	Yining
<ul style="list-style-type: none"> • Hunan City University 	Yiyang
<ul style="list-style-type: none"> • Hechi University 	Yizhou
<ul style="list-style-type: none"> • Jinzhong University 	Yuci
<ul style="list-style-type: none"> • Hunan Institute of Science and Technology 	Yueyang
<ul style="list-style-type: none"> • Yulin Normal University • Yulin University 	Yulin

• Yuncheng University	Yuncheng
• Yuxi Normal University	Yuxi
• Zaozhuang University	Zaozhuang
• Hebei Institute of Architecture and Civil Engineering • Hebei North University	Zhangjiakou
• Hexi University	Zhangye
• Zhangzhou Normal University	Zhangzhou
• Guangdong Medical College • Guangdong Ocean University • Zhanjiang Normal University	Zhanjiang
• Zhaoqing University	Zhaoqing
• Henan Agricultural University • Henan Institute of Engineering • Henan University of Economics and Law • Henan University of Technology • Henan University of Traditional Chinese Medicine • Huanghe Science and Technology College • North China University of Water Conservancy and Electric Power • Zhengzhou Huaxin College • Zhengzhou Institute of Aeronautical Industry Management • Zhengzhou University • Zhengzhou University of Light Industry • Zhongyuan University of Technology	Zhengzhou
• Jiangsu University • Jiangsu University of Science and Technology	Zhenjiang
• Zhoukou Normal University	Zhoukou
• Zhejiang Ocean University	Zhoushan
• Huanghuai University	Zhumadian

• Hunan University of Technology	Zhuzhou
• Shandong University of Technology	Zibo
• Shandong Wanjie Medical University	Zibo City
• Sichuan University of Science & Engineering	Zigong
• Tonghua Normal University	Zunhua
<ul style="list-style-type: none"> • Zunyi Medical University • Zunyi Normal College 	Zunyi

Source: Ministry of Education of the PRC, (2014)

Appendix 1/b: Top Universities in China as identified by Chinese Government

TIER	INSTITUTION	
FIRST	1. Beijing University 2. Tsinghua University	
SECOND	1. Fudan University 2. Harbin Institute of Technology 3. Nanjing University 4. Shanghai Jiao Tong University	5. University of Science and Technology of China 6. Xi'an Jiao Tong University 7. Zhejiang University
THIRD	1. Tianjin University 2. Huazhong University of Science and Technology 3. Xiamen University 4. Hu'nan University 5. Central South University (also known as Zhongnan University) 6. Beijing Institute of Technology 7. Nankai University 8. Southeast University 9. Wuhan UniversityEast China Normal University 10. Shandong University 11. Ocean University of China 12. Jilin University 13. Dalian University of Technology 14. Chongqing University 15. Sichuan University 16. Northeast University 17. Tongji University	18. Beihang University (also known as Beijing University of Aeronautics and Astronautics) 19. University of Electronic Science and Technology of China 20. Lanzhou University 21. North western Polytechnic University 22. Beijing Normal University 23. China Agriculture University 24. Central University of Nationalities 25. Renmin University of China (also known as People's University) 26. Northwest Agricultural and Forestry University 27. National University of Defence Technology 28. South China University of Science and Technology 29. Sun Yat-Sen University (also known as Zhongshan University) 30. East China Normal University
FOURTH	1. Anhui University 2. Beijing Foreign Studies University 3. Beijing Forestry University 4. Beijing Jiaotong University 5. Beijing Sport University 6. Beijing University of Chemical Technology 7. Beijing University of Chinese Medicine 8. Beijing University of Posts and Telecommunications 9. Beijing University of Technology 10. Central Conservatory of Music 11. Central University of Finance and Economics	44. Nanjing University of Aeronautics and Astronautics 45. Nanjing University of Science and Technology 46. Ningxia University 47. North China Electric Power University 48. Northeast Agricultural University 49. Northeast Forestry University 50. Northeast Normal University 51. Northwest University 52. Peking Union Medical College 53. Peking University 54. Qinghai University 55. Second Military Medical University 56. Shaanxi Normal University

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| 12. Chang'an University | 57. Shanghai International Studies University |
| 13. China Pharmaceutical University | 58. Shanghai Jiao Tong University |
| 14. China University of Geosciences | 59. Shanghai University |
| 15. China University of Mining and Technology | 60. Shanghai University of Finance and Economics |
| 16. China University of Petroleum | 61. Shihezi University |
| 17. China University of Political Science and Law | 62. Sichuan Agricultural University |
| 18. Communication University of China | 63. South China Normal University |
| 19. Dalian Maritime University | 64. Southwest Jiaotong University |
| 20. Donghua University | 65. Southwestern University of Finance and Economics |
| 21. East China University of Science and Technology | 66. Suzhou University |
| 22. Fourth Military Medical University | 67. Taiyuan University of Technology |
| 23. Fuzhou University | 68. Tianjin Medical University |
| 24. Guangxi University | 69. Tsinghua University |
| 25. Guangzhou University of Traditional Chinese Medicine | 70. University of International Business and Economics |
| 26. Guizhou University | 71. University of Science and Technology Beijing |
| 27. Hainan University | 72. University of Science and Technology of China |
| 28. Harbin Engineering University | 73. University of Tibet |
| 29. Harbin Institute of Technology | 74. Wuhan University of Technology |
| 30. Hebei University of Technology | 75. Xi'an Jiaotong University |
| 31. Hefei University of Technology | 76. Xidian University |
| 32. Hohai University | 77. Xinjiang University |
| 33. Huazhong Agricultural University | 78. Xinjiang Medical University |
| 34. Huazhong Normal University | 79. Yanbian University |
| 35. Hunan Normal University | 80. Yunnan University |
| 36. Inner Mongolia University | 81. Zhejiang University |
| 37. Jiangnan University | 82. Zhengzhou University |
| 38. Jinan University | 83. Zhongnan University of Economics and Law |
| 39. Liaoning University | |
| 40. Nanchang University | |
| 41. Nanjing Agricultural University | |
| 42. Nanjing Normal University | |
| 43. Nanjing University | |

Source: World Education Service (2010:12)

The universities not enumerated in this list are ranked less and beyond the fourth tier that they can be found in the general list at appendix-1/a.

Appendix 2/a: Public Universities in the United States of America

PUBLIC UNIVERSITIES IN UNITED STATES OF AMERICA	
<ul style="list-style-type: none"> • Air University • Alabama A&M University • Alabama State University • Amridge University • Athens State University • Auburn University • Auburn University at Montgomery • Birmingham-Southern College • Concordia College–Alabama • Faulkner University • Huntingdon College • Jacksonville State University • Judson College • Miles College • Oakwood University • Samford University • Southeastern Bible College • Spring Hill College • Stillman College • Talladega College • Troy University • Tuskegee University • United States Sports Academy • University of Alabama • University of Mobile • University of Montevallo • University of North Alabama • University of South Alabama • University of West Alabama 	Alabama
<ul style="list-style-type: none"> • Alaska Bible College • Alaska Pacific University • University of Alaska 	Alaska
<ul style="list-style-type: none"> • A.T. Still University of Health Sciences • American Indian College of the Assemblies of God • Arizona Christian University • Arizona State University • Art Center Design College • DeVry University–Phoenix • Embry-Riddle Aeronautical University • Frank Lloyd Wright School of Architecture • Grand Canyon University • Midwestern University-Glendale campus • Northcentral University • Northern Arizona University 	Arizona

<ul style="list-style-type: none"> • Prescott College • Southwest College of Naturopathic Medicine & Health Sciences • Thunderbird School of Global Management • University of Advancing Technology • University of Arizona • University of Phoenix • Western International University 	
<ul style="list-style-type: none"> • Arkansas Baptist College • Arkansas State University • Arkansas Tech University • Central Baptist College • Crowley's Ridge College • Harding University • Henderson State University • Hendrix College • John Brown University • Lyon College • Ouachita Baptist University • Philander Smith College • Southern Arkansas University • University of Arkansas • University of Central Arkansas • University of the Ozarks • Williams Baptist College 	Arkansas
<ul style="list-style-type: none"> • Academy of Art University • Alliant International University • American Conservatory Theatre • American Film Institute • American Jewish University • Antioch University–Los Angeles • Antioch University–Santa Barbara • Art Center College of Design • Azusa Pacific University • Bethesda University of California • Biola University • Brandman University • California Baptist University • California College of the Arts • California Institute of the Arts • California Institute of Integral Studies • California Institute of Technology • California Lutheran University • California North state University • California State University • Chapman University • Charles R. Drew University of Medicine & Science • Church Divinity School of the Pacific • Claremont Consortium of Colleges 	California

- Claremont School of Theology
- Cogswell Polytechnical College
- Concordia University–Irvine
- DeVry University–Long Beach
- DeVry University–Pomona
- Dominican School of Philosophy & Theology
- Dominican University of California
- Fashion Institute of Design & Merchandising
- Fielding Graduate University
- Franciscan School of Theology
- Fresno Pacific University
- Fuller Theological Seminary
- Golden Gate Baptist Theological Seminary
- Golden Gate University
- Graduate Theological Union
- Hebrew Union College-Jewish Institute of Religion
- Holy Names University
- Hope International University
- Humphreys College
- Irwell & Manila Graduate School of Biological Sciences
- John F. Kennedy University
- La Sierra University
- Laguna College of Art & Design
- Life Pacific College
- Loma Linda University
- Loyola Marymount University
- Marymount California University
- The Master's College
- The Master's Seminary
- Menlo College
- Mills College
- Mount Saint Mary's College
- National Hispanic University
- National University
- Naval Postgraduate School
- Notre Dame de Namur University
- Occidental College
- Olivet University
- Otis College of Art & Design
- Pacific Oaks College
- Pacific School of Religion
- Pacific Union College
- Pacifica Graduate Institute
- Palo Alto University
- Padre RAND Graduate School
- Patten University
- Pepperdine University
- Phillips Graduate Institute
- Point Loma Nazarene University
- Saint John's Seminary

- Saint Mary's College of California
- Saint Patrick's Seminary & University
- Samuel Merritt University
- San Diego Christian College
- San Francisco Art Institute
- San Francisco Conservatory of Music
- San Francisco Theological Seminary
- San Joaquin College of Law
- Santa Clara University
- Saybrook University
- Scripps Research Institute
- Simpson University
- Sofia University
- Soka University of America
- Southern California College of Optometry
- Southern California Institute of Architecture
- Southern California University of Health Sciences
- Stanford University
- Thomas Aquinas College
- Touro College Los Angeles
- Touro University California
- Touro University Worldwide
- Trident University International
- United States University
- University of California
- University of La Verne
- University of the Pacific
- University of Redlands
- University of San Diego
- University of San Francisco
- University of Southern California
- University of the West
- Vanguard University of Southern California
- Western State University College of Law
- Western University of Health Sciences
- Westminster Seminary California
- Westmont College
- Whittier College
- William Jessup University
- Woodbury University
- The Wright Institute

<ul style="list-style-type: none"> • Adams State College • Art Institute of Colorado • College for Financial Planning • Colorado Christian University • Colorado College • Colorado Mesa University • Colorado School of Mines • Colorado State University • Colorado State University–Pueblo • Colorado Technical University • Denver Seminary • Fort Lewis College • Iliff School of Theology • Jones International University • Metropolitan State University of Denver • Naropa University • Nazarene Bible College • Regis University • Rocky Mountain College of Art & Design • United States Air Force Academy • University of Colorado • University of Denver • University of Northern Colorado • University of the Rockies • Western State Colorado University 	Colorado
<ul style="list-style-type: none"> • Albertus Magnus College • Central Connecticut State University • Charter Oak State College • Connecticut College • Eastern Connecticut State University • Fairfield University • Goodwin College • Hartford Seminary • Holy Apostles College & Seminary • Lincoln College of New England • Lyme Academy College of Fine Arts • Mitchell College • Post University • Quinnipiac University • Sacred Heart University • Saint Joseph College • Saint Vincent's College • Southern Connecticut State University • Trinity College • United States Coast Guard Academy • University of Bridgeport • University of Connecticut • University of Hartford • University of New Haven 	Connecticut

<ul style="list-style-type: none"> • Wesleyan University • Western Connecticut State University • Yale University 	
<ul style="list-style-type: none"> • Delaware State University • Goldey-Beacom College • University of Delaware • Wesley College • Wilmington University • American University • The Catholic University of America • Corcoran College of Art & Design • Dominican House of Studies • Gallaudet University • George Washington University • Georgetown University • Howard University • Institute of World Politics • National Defence University • National Intelligence University • Potomac College • Strayer University • Trinity University • University of the District of Columbia • Washington Theological Union • Wesley Theological Seminary • Adventist University of Health Sciences • Ave Maria University • The Baptist College of Florida • Barry University • Beacon College • Bethune-Cookman University • Carlos Albizu University–Miami Campus • Clearwater Christian College • DeVry University–Orlando • Eckerd College • Edward Waters College • Embry-Riddle Aeronautical University • Everglades University • Flagler College • Florida Institute of Technology • Florida Memorial University • Florida National University • Florida Southern College • Hobe Sound Bible College • Hodges University • Jacksonville University • Johnson University Florida • 	Delaware

<ul style="list-style-type: none"> • Keiser University • Lynn University • Miami International University of Art & Design • Northwood University • Nova Southeastern University • Palm Beach Atlantic University • Rasmussen College • Ringling College of Art & Design • Rollins College • Saint John Vianney College Seminary • Saint Leo University • Saint Thomas University • Saint Vincent de Paul Regional Seminary • South Florida Bible College & Theological Seminary • Southeastern University • State University of Florida • Stetson University • Trinity College of Florida • University of Miami • University of Tampa • Warner University • Webber International University 	<p>Florida</p>
<ul style="list-style-type: none"> • Agnes Scott College • Art Institute of Atlanta • Bauder College • Berry College • Beulah Heights University • Brenau University • Brewton-Parker College • Clark Atlanta University • Columbia Theological Seminary • Covenant College • DeVry University–Georgia • Emmanuel College • Emory University • Interdenominational Theological Center • LaGrange College • Life University • Mercer University • Morehouse College • Morehouse School of Medicine • Oglethorpe University • Paine College • Piedmont College • Point University • Reinhardt University 	<p>Georgia</p>

<ul style="list-style-type: none"> • Savannah College of Art & Design • Shorter University • South University • Spelman College • Thomas University • Toccoa Falls College • Truett-McConnell College • University of Georgia • Wesleyan College • Young Harris College 	
<ul style="list-style-type: none"> • Brigham Young University–Hawaii • Chaminade University • Hawaii Pacific University • University of Hawaii 	Hawaii
<ul style="list-style-type: none"> • Boise State University • Brigham Young University–Idaho • The College of Idaho • Idaho State University • Lewis-Clark State College • Northwest Nazarene University • University of Idaho 	Idaho
<ul style="list-style-type: none"> • Adler School of Professional Psychology • American Academy of Art • American College of Education • American InterContinental University • Argosy University • Augustana College • Aurora University • Benedictine University • Blackburn College • Blessing-Rieman College of Nursing • Bradley University • Catholic Theological Union • Chamberlain College of Nursing • The Chicago School of Professional Psychology • Chicago State University • Chicago Theological Seminary • Columbia College Chicago • Concordia University–Chicago • DePaul University • DeVry University • DeVry University–Addison • DeVry University–Chicago • Dominican University • East-West University • Eastern Illinois University • Ellis University 	Illinois

- Elmhurst College
- Erikson Institute
- Eureka College
- Garrett-Evangelical Theological Seminary
- Governors State University
- Greenville College
- Harrington College of Design
- Hebrew Theological College
- Illinois College
- Illinois College of Optometry
- Illinois Institute of Art
- Illinois Institute of Art–Schaumburg
- Illinois Institute of Technology
- Illinois State University
- Illinois Wesleyan University
- Institute for Clinical Social Work
- John Marshall Law School
- Judson University
- Kendall College
- Knowledge Institute
- Knox College
- Lake Forest College
- Lake Forest Graduate School of Management
- Lakeview College of Nursing
- Lewis University
- Lexington College
- Lincoln Christian University
- Lincoln College
- Loyola University Chicago
- Lutheran School of Theology at Chicago
- MacMurray College
- McCormick Theological Seminary
- McKendree University
- Methodist College
- Midstate College
- Midwestern University
- Millikin University
- Monmouth College
- Moody Bible Institute
- National University of Health Sciences
- National-Louis University
- North Central College
- North Park University
- Northeastern Illinois University
- Northern Baptist Theological Seminary
- Northern Illinois University
- Northwestern University
- Olivet Nazarene University
- Principia College
- Quincy University

<ul style="list-style-type: none"> • Rasmussen College • Resurrection University • Robert Morris University–Illinois • Rockford University • Roosevelt University • Rosalind Franklin University of Medicine & Science • Rush University • Saint Anthony College of Nursing • Saint Augustine College • Saint Francis Medical Center College of Nursing • Saint John's College • Saint Xavier University • School of the Art Institute of Chicago • Shimer College • Southern Illinois University • Spertus Institute of Jewish Studies • Toyota Technological Institute at Chicago • Trinity Christian College • Trinity College of Nursing & Health Sciences • Trinity International University • University of Chicago • University of Illinois • University of St. Francis • VanderCook College of Music • Western Illinois University • Wheaton College 	
<ul style="list-style-type: none"> • Anderson University • Associated Mennonite Biblical Seminary • Ball State University • Bethany Theological Seminary • Bethel College • Butler University • Calumet College of Saint Joseph • Christian Theological Seminary • Concordia Theological Seminary • DePauw University • Earlham College • Franklin College • Goshen College • Grace College & Seminary • Hanover College • Holy Cross College • Huntington University • Indiana Institute of Technology • Indiana State University • Indiana University • Indiana Wesleyan University • Manchester University • Marian University 	<p>Indiana</p>

- Martin University
- Oakland City University
- Rose-Hulman Institute of Technology
- Saint Joseph's College
- Saint Mary-of-the-Woods College
- Saint Mary's College
- Saint Meinrad Seminary & School of Theology
- Taylor University
- TCM International Institute
- Trine University
- University of Evansville
- University of Indianapolis
- University of Notre Dame
- University of Saint Francis
- University of Southern Indiana
- Valparaiso University
- Vincennes University
- Wabash College
- Western Governors University–Indiana
- Iowa
- AIB College of Business
- Allen College
- Ashford University
- Briar Cliff University
- Buena Vista University
- Central College
- Clarke University
- Coe College
- Cornell College
- Des Moines University-Osteopathic Medical Center
- Divine Word College
- Dordt College
- Drake University
- Emmaus Bible College
- Faith Baptist Bible College & Theological Seminary
- Graceland University
- Grand View University
- Grinnell College
- Iowa State University
- Iowa Wesleyan College
- Kaplan University
- Loras College
- Luther College
- Maharishi University of Management
- Mercy College of Health Sciences
- Morningside College
- Mount Mercy University
- Northwestern College
- Palmer College of Chiropractic
- Saint Ambrose University

<ul style="list-style-type: none"> • Simpson College • University of Dubuque • University of Iowa • University of Northern Iowa • Upper Iowa University • Waldorf College • Wartburg College • Wartburg Theological Seminary • William Penn University 	
<ul style="list-style-type: none"> • AIB College of Business • Allen College • Ashford University • Briar Cliff University • Buena Vista University • Central College • Clarke University • Coe College • Cornell College • Des Moines University-Osteopathic Medical Center • Divine Word College • Dordt College • Drake University • Emmaus Bible College • Faith Baptist Bible College & Theological Seminary • Graceland University • Grinnell College • Iowa State University • Iowa Wesleyan College • Kaplan University • Lora's College • Luther College • Maharishi University of Management • Mercy College of Health Sciences • Morningside College • Mount Mercy University • Northwestern College • Palmer College of Chiropractic • Saint Ambrose University • Simpson College • University of Dubuque • University of Iowa • University of Northern Iowa • Waldorf College • Wartburg College • Wartburg Theological Seminary • William Penn University 	Iowa
<ul style="list-style-type: none"> • Baker University • Barclay College 	Kansas

<ul style="list-style-type: none"> • Benedictine College • Bethany College • Bethel College • Central Baptist Theological Seminary • Central Christian College of Kansas • Cleveland Chiropractic College • Donnelly College • Emporia State University • Fort Hays State University • Friends University • Haskell Indian Nations University • Kansas State University • Kansas State University–Salina • Kansas Wesleyan University • Manhattan Christian College • McPherson College • MidAmerica Nazarene University • Newman University • Ottawa University • Pittsburg State University • Southwestern College • Sterling College • Tabor College • United States Army Command & General Staff College • University of Kansas • University of Kansas Medical Center • University of Saint Mary • Washburn University • Wichita State University 	
<ul style="list-style-type: none"> • Asbury Theological Seminary • Asbury University • Bellarmine University • Berea College • Brescia University • Campbellsville University • Centre College • Clear Creek Baptist Bible College • Eastern Kentucky University • Frontier Nursing University • Georgetown College • Kentucky Christian University • Kentucky Mountain Bible College • Kentucky State University • Kentucky Wesleyan College • Lindsey Wilson College • Louisville Presbyterian Theological Seminary • Mid-Continent University • Midway College • Morehead State University 	Kentucky

<ul style="list-style-type: none"> • Murray State University • Northern Kentucky University • Saint Catharine College • Southern Baptist Theological Seminary • Spalding University • Sullivan University • Thomas More College • Transylvania University • Union College • University of Kentucky • University of Louisville • University of Pikeville • University of the Cumberlands • Western Kentucky University 	
<ul style="list-style-type: none"> • Centenary College of Louisiana • Dillard University • Grambling State University • Louisiana College • Louisiana State University • Louisiana Tech University • Loyola University New Orleans • Cheese State University • New Orleans Baptist Theological Seminary • Nicholls State University • Northwestern State University of Louisiana • Notre Dame Seminary • Our Lady of Holy Cross College • Our Lady of the Lake College • Saint Joseph Seminary College • Southeastern Louisiana University • Southern University • Tulane University • University of Louisiana • Xavier University of Louisiana 	Louisiana
<ul style="list-style-type: none"> • Bangor Theological Seminary • Bates College • Bowdoin College • Colby College • College of the Atlantic • Husson University • Maine College of Art • Maine Maritime Academy • Saint Joseph's College of Maine • Thomas College • Unity College • University of Maine • University of New England • 	Maine

<ul style="list-style-type: none"> • Capitol College • College of Notre Dame of Maryland • Goucher College • Hood College • Johns Hopkins University • Loyola University Maryland • Maryland Institute College of Art • Maryland University of Integrative Health • McDaniel College • Morgan State University • Mount Saint Mary's University • National Labor College • Saint John's College–Annapolis • Saint Mary's College of Maryland • Saint Mary's Seminary & University • Soujourner-Douglass College • Stevenson University • Uniformed Services University of the Health Sciences • United States Naval Academy • University of Maryland • Washington Adventist University • Washington Bible College/Capital Bible Seminary • Washington College 	Maryland
<ul style="list-style-type: none"> • Changchun Institute of Technology • Changchun Normal University • Changchun University • Changchun University of Chinese Medicine • Changchun University of Science and Technology • Changchun University of Technology • Jilin Agricultural University • Jilin Animation Institute • Jilin Business and Technology College • Jilin College of the Arts • Jilin Huaqiao Foreign Languages Institute • Jilin Institute of Architecture and Civil Engineering • Jilin Institute of Physical Education • Jilin Teachers Institute of Engineering and Technology • Jilin University • Jilin University of Finance and Economics • Northeast Normal University 	Changchun
<ul style="list-style-type: none"> • American International College • Amherst College • Andover Newton Theological School • Anna Maria College • Assumption College • Babson College • Bard College at Simon's Rock • Bay Path College 	Massachusetts

- Bay State College
- Becker College
- Benjamin Franklin Institute of Technology
- Bentley University
- Berklee College of Music
- Boston Architectural College
- Boston College
- Boston Conservatory
- Boston Graduate School of Psychoanalysis
- Boston University
- Brandeis University
- Cambridge College
- Clark University
- College of the Holy Cross
- Conway School of Landscape Design
- Curry College
- Dean College
- Eastern Nazarene College
- Elms College
- Emerson College
- Emmanuel College
- Endicott College
- Fisher College
- Franklin W. Olin College of Engineering
- Gordon College
- Gordon-Conwell Theological Seminary
- Hampshire College
- Harvard University
- Hebrew College
- Hellenic College/Holy Cross Greek Orthodox School of Theology
- Hult International Business School
- Labouré College
- Lasell College
- Lesley University
- Longy School of Music
- Massachusetts College of Pharmacy & Health Sciences
- Massachusetts Institute of Technology
- Massachusetts School of Law
- Massachusetts School of Professional Psychology
- Massachusetts State University
- Merrimack College
- MGH Institute of Health Professions
- Montserrat College of Art
- Mount Holyoke College
- Mount Ida College
- National Graduate School of Quality Management
- New England College of Business & Finance
- New England College of Optometry
- New England Conservatory of Music
- New England Institute of Art

<ul style="list-style-type: none"> • Newbury College • Nichols College • Northeastern University • Pine Manor College • Regis College • Saint John's Seminary • Simmons College • Smith College • Springfield College • Stonehill College • Suffolk University • Tufts University • University of Massachusetts • Amherst • Boston • Dartmouth • Lowell • Medical School at Worcester • Wellesley College • Wentworth Institute of Technology • Western New England University • Wheaton College • Wheelock College • Williams College • Woods Hole Oceanographic Institution • Worcester Polytechnic Institute 	
<ul style="list-style-type: none"> • Adrian College • Albion College • Alma College • Andrews University • Aquinas College • Baker College • Calvin College • Central Michigan University • Cleary University • College for Creative Studies • Concordia University–Ann Arbor • Cornerstone University • Cranbrook Academy of Art • Davenport University • Eastern Michigan University • Ferris State University • Finlandia University • Grace Bible College • Grand Valley State University • Great Lakes Christian College • Hillsdale College • Hope College • Kalamazoo College 	Minnesota

<ul style="list-style-type: none"> • Kettering University • Kuyper College • Lake Superior State University • Lawrence Technological University • Madonna University • Marygrove College • Michigan School of Professional Psychology • Michigan State University • Michigan Technological University • Miller College • Northern Michigan University • Northwood University • Oakland University • Olivet College • Rochester College • Sacred Heart Major Seminary • Saginaw Valley State University • Siena Heights University • Spring Arbor University • Thomas M. Cooley Law School • University of Detroit Mercy • University of Michigan • Walsh College • Wayne State University • Western Michigan University 	
<ul style="list-style-type: none"> • Alcorn State University • Belhaven University • Blue Mountain College • Delta State University • Jackson State University • Millsaps College • Mississippi College • Mississippi State University • Mississippi University for Women • Mississippi Valley State University • Reformed Theological Seminary • Rust College • Tougaloo College • University of Mississippi • University of Mississippi Medical Center • University of Southern Mississippi • William Carey University 	Mississippi
<ul style="list-style-type: none"> • A.T. Still University of Health Sciences • Aquinas Institute of Theology • Avila University • Baptist Bible College • Calvary Bible College & Theological Seminary • Central Christian College of the Bible 	Missouri

- Central Methodist University
- College of the Ozarks
- Columbia College
- Conception Seminary College
- Concordia Seminary–Saint Louis
- Covenant Theological Seminary
- Cox College
- Culver-Stockton College
- DeVry University–Kansas City
- Drury University
- Eden Theological Seminary
- Evangel University
- Fontbonne University
- Forest Institute of Professional Psychology
- Global University
- Goldfarb School of Nursing at Barnes-Jewish College
- Hannibal-Lagrange College
- Harris-Stowe State University
- Kansas City Art Institute
- Kansas City University of Medicine & Biosciences
- Kenrick-Glennon Seminary
- Lincoln University
- Lindenwood University
- Logan University
- Maryville University of Saint Louis
- Midwestern Baptist Theological Seminary
- Missouri Baptist University
- Missouri Southern State University
- Missouri State University
- Missouri Valley College
- Missouri Western State University
- Northwest Missouri State University
- Ozark Christian College
- Park University
- Ranken Technical College
- Research College of Nursing
- Rockhurst University
- Saint Louis College of Pharmacy
- Saint Louis University
- Saint Luke's College of Health Sciences
- Saint Paul School of Theology
- Southeast Missouri State University
- Southwest Baptist University
- Stephens College
- Truman State University
- University of Central Missouri
- University of Missouri
- Washington University in Saint Louis
- Webster University
- Western Governors University–Missouri

<ul style="list-style-type: none"> • Westminster College • William Jewell College • William Woods University 	
<ul style="list-style-type: none"> • Carroll College • Montana State University • Rocky Mountain College • Salish Kootenai College • University of Great Falls • University of Montana 	Montana
<ul style="list-style-type: none"> • Bellevue University • Bryan College of Health Sciences • Chadron State College • Clarkson College • College of Saint Mary • Concordia University–Nebraska • Creighton University • Doane College • Grace University • Hastings College • Midland University • Nebraska Christian College • Nebraska Methodist College • Nebraska Wesleyan University • Peru State College • Saint Gregory the Great Seminary • Union College • University of Nebraska • Wayne State College • York College 	Nebraska
<ul style="list-style-type: none"> • Eastern New Mexico University • Institute of American Indian Arts • Navajo Technical College • New Mexico Highlands University • New Mexico Institute of Mining & Technology • New Mexico State University • Northern New Mexico College • Saint John's College–Santa Fe • Santa Fe University of Art & Design • Southwestern College • University of New Mexico • University of the Southwest • Western New Mexico University 	New Mexico
<ul style="list-style-type: none"> • Berkeley College • Bloomfield College • Caldwell College • Centenary College 	New Jersey

<ul style="list-style-type: none"> • The College of New Jersey • College of Saint Elizabeth • Drew University • Fairleigh Dickinson University • Felician College • Georgian Court University • Kean University • Monmouth University • Montclair State University • New Jersey City University • New Jersey Institute of Technology • Princeton Theological Seminary • Princeton University • Ramapo College of New Jersey • Richard Stockton College of New Jersey • Rider University • Rowan University • Rutgers, the State University of New Jersey • Saint Peter's University • Seton Hall University • Somerset Christian College • Stevens Institute of Technology • Thomas Edison State College • University of Medicine & Dentistry of New Jersey • William Paterson University 	
<ul style="list-style-type: none"> • Adelphi University • Albany College of Pharmacy & Health Sciences • Albany Medical College • Alfred University • Bank Street College of Education • Bard College • Barnard College • Boricua College • Briarcliffe College • Canisius College • Cazenovia College • Christ the King Seminary • City University of New York • Clarkson University • Colgate University • College of Mount Saint Vincent • College of New Rochelle • College of Saint Rose • Columbia University • Concordia College–Bronxville • The Cooper Union for the Advancement of Science & Art • Cornell University • Culinary Institute of America • Daemen College 	<p>New York</p>

- Davis College
- Dominican College
- Dowling College
- D'Youville College
- Elmira College
- Excelsior College
- Five Towns College
- Fordham University
- Hamilton College
- Hartwick College
- Hebrew Union College-Jewish Institute of Religion
- Hilbert College
- Hobart & William Smith Colleges
- Hofstra University
- Houghton College
- Icahn School of Medicine at Mount Sinai
- Iona College
- Ithaca College
- The Jewish Theological Seminary of America
- The Juilliard School
- Keuka College
- The King's College
- Le Moyne College
- LIM College
- Long Island University
- Manhattan College
- Manhattan School of Music
- Manhattanville College
- Maria College of Albany
- Marist College
- Marymount Manhattan College
- Medaille College
- Mercy College
- Metropolitan College of New York
- Molloy College
- Monroe College
- Mount Saint Mary College
- Nazareth College
- The New School
- New York Chiropractic College
- New York Institute of Technology
- New York Medical College
- New York University
- Niagara University
- Nyack College
- Pace University
- Paul Smith's College
- Pratt Institute
- Rensselaer Polytechnic Institute
- Roberts Wesleyan College

<ul style="list-style-type: none"> • Northeastern Seminary at Roberts Wesleyan College • Rochester Institute of Technology • The Sage Colleges • Saint Bonaventure University • Saint Francis College • Saint John Fisher College • Saint John's University • Saint Joseph's College • Saint Joseph's Seminary • Saint Lawrence University • Saint Thomas Aquinas College • Sarah Lawrence College • School of Visual Arts • Seminary of the Immaculate Conception • Siena College • Skidmore College • State University of New York • Syracuse University • Teachers College, Columbia University • Touro College • Unification Theological Seminary • Union College • Union Graduate College • Union Theological Seminary • United States Merchant Marine Academy • United States Military Academy • University of Rochester • Utica College • Vassar College • Vaughn College of Aeronautics & Technology • Villa Maria College • Wagner College • Webb Institute • Wells College • Yeshiva University 	
<ul style="list-style-type: none"> • Barton College • Belmont Abbey College • Bennett College for Women • Brevard College • Cabarrus College of Health Sciences • Campbell University • Catawba College • Chowan College • Davidson College • Duke University • Elon University • Gardner-Webb University • Greensboro College • Guilford College 	<p>North Carolina</p>

<ul style="list-style-type: none"> • High Point University • Johnson C. Smith University • Lees-McRae College • Lenoir-Rhyne University • Livingstone College • Mars Hill College • Meredith College • Methodist University • Mid-Atlantic Christian University • Montreat College • Mount Olive College • North Carolina Wesleyan College • Peace College • Pfeiffer University • Queens University of Charlotte • Saint Andrews Presbyterian College • Saint Augustine's University • Salem College • Shaw University • Southeastern Baptist Theological Seminary • University of North Carolina • Wake Forest University • Warren Wilson College • Wingate University 	
<ul style="list-style-type: none"> • North Dakota University • Rasmussen College • Sanford College of Nursing • Sitting Bull College • Trinity Bible College • Turtle Mountain Community College • University of Jamestown • University of Mary 	North Dakota
<ul style="list-style-type: none"> • Air Force Institute of Technology • Antioch College • Antioch University–Midwest • Art Academy of Cincinnati • Ashland University • Athenaeum of Ohio • Baldwin-Wallace College • Bluffton University • Capital University • Case Western Reserve University • Cedarville University • Chancellor University • Cincinnati Christian University • Cincinnati College of Mortuary Science • Cleveland Institute of Art • Cleveland Institute of Music 	Ohio

- College of Mount Saint Joseph
- College of Wooster
- Columbus College of Art & Design
- Defiance College
- Denison University
- Franciscan University of Steubenville
- Franklin University
- God's Bible School & College
- Hebrew Union College-Jewish Institute of Religion
- Heidelberg College
- Hiram College
- John Carroll University
- Kenyon College
- Kettering College
- Lake Erie College
- Lourdes University
- Malone University
- Marietta College
- Mercy College of Northwest Ohio
- Methodist Theological School in Ohio
- Mount Carmel College of Nursing
- Mount Vernon Nazarene University
- Muskingum University
- Notre Dame College
- Oberlin College
- Ohio Christian University
- Ohio Dominican University
- Ohio Northern University
- Ohio Wesleyan University
- Otterbein University
- Pontifical College Josephinum
- Saint Mary Seminary & Graduate School of Theology
- Tiffin University
- Trinity Lutheran Seminary
- Union Institute & University
- United Theological Seminary
- University of Dayton
- The University of Findlay
- University of Mount Union
- University of Northwestern Ohio
- University of Rio Grande
- University of Ohio
- Urbana University
- Ursuline College
- Walsh University
- Wilberforce University
- Wilmington College
- Wittenberg University
- Xavier University

<ul style="list-style-type: none"> • Art Institute of Portland • Concordia University–Portland • Corban University • Eastern Oregon University • George Fox University • Lewis & Clark College • Linfield College • Marylhurst University • Mount Angel Seminary • Multnomah University • National College of Natural Medicine • New Hope Christian College • Northwest Christian University • Oregon College of Art & Craft • Oregon Health & Science University • Oregon Institute of Technology • Oregon State University • Pacific Northwest College of Art • Pacific University • Portland State University • Reed College • Southern Oregon University • University of Oregon • University of Portland • University of Western States • Warner Pacific College • Western Oregon University • Western Seminary • Willamette University 	Oregon
<ul style="list-style-type: none"> • Brown University • Bryant University • Johnson & Wales University • New England Institute of Technology • Providence College • Rhode Island College • Rhode Island School of Design • Roger Williams University • Salve Regina University • United States Naval War College • University of Rhode Island 	Rhode Island
<ul style="list-style-type: none"> • Albright College • Allegheny College • Alvernia University • American College • Arcadia University • Art Institute of Pittsburgh • Baptist Bible College & Seminary • Biblical Theological Seminary 	Pennsylvania

- Bryn Athyn College of the New Church
- Bryn Mawr College
- Bucknell University
- Cabrini College
- Cairn University
- Calvary Baptist Seminary
- Carlow University
- Carnegie Mellon University
- Cedar Crest College
- Central Penn College
- Chatham College
- Chestnut Hill College
- Curtis Institute of Music
- Delaware Valley College
- DeSales University
- Dickinson College
- Drexel University
- Duquesne University
- Eastern University
- Elizabethtown College
- Evangelical Theological Seminary
- Franklin & Marshall College
- Gannon University
- Geneva College
- Gettysburg College
- Gratz College
- Grove City College
- Gwynedd Mercy University
- Harrisburg University of Science & Technology
- Haverford College
- Holy Family University
- Immaculata University
- Juniata College
- Keystone College
- King's College
- La Roche College
- La Salle University
- Lafayette College
- Lake Erie College of Osteopathic Medicine
- Lancaster Bible College
- Lancaster Theological Seminary
- Lebanon Valley College
- Lehigh University
- Lincoln University
- Lutheran Theological Seminary at Gettysburg
- Lutheran Theological Seminary at Philadelphia
- Lycoming College
- Marywood University
- Mercyhurst College
- Messiah College

<ul style="list-style-type: none"> • Misericordia University • Moore College of Art & Design • Moravian College • Mount Aloysius College • Muhlenberg College • Neumann University • Peirce College • Pennsylvania College of Art & Design • Pennsylvania College of Health Sciences • Pennsylvania State of Higher Education • Philadelphia College of Osteopathic Medicine • Philadelphia University • Pittsburgh Theological Seminary • Point Park University • Reconstructionist Rabbinical College • Robert Morris University • Rosemont College • Saint Charles Borromeo Seminary • Saint Francis University • Saint Joseph's University • Saint Vincent College • Salus University • Seton Hill University • Susquehanna University • Swarthmore College • Temple University • Thiel College • Thomas Jefferson University • United States Army War College • University of Pennsylvania • University of Pittsburgh • University of Scranton • University of the Arts • University of the Sciences in Philadelphia • Ursinus College • Valley Forge Christian College • Villanova University • Washington & Jefferson College • Waynesburg University • Westminster College • Westminster Theological Seminary • Widener University • Wilkes University • Wilson College • Won Institute of Graduate Studies • York College of Pennsylvania 	
<ul style="list-style-type: none"> • Allen University • Anderson University • Benedict College 	South Carolina

<ul style="list-style-type: none"> • Charleston Southern University • The Citadel • Claflin University • Clemson University • Coastal Carolina University • Coker College • College of Charleston • Columbia College • Columbia International University • Converse College • Erskine College • Francis Marion University • Furman University • Lander University • Limestone College • Medical University of South Carolina • Morris College • Newberry College • North Greenville University • Presbyterian College • Sherman College of Chiropractic • South Carolina State University • Southern Wesleyan University • University of South Carolina • Voorhees College • Winthrop University • Wofford College 	
<ul style="list-style-type: none"> • Dalian Fisheries University • Dalian Jiaotong University • Dalian Maritime University • Dalian Nationalities University • Dalian Polytechnic University • Dalian University • Dalian University of Foreign Languages • Dalian University of Technology • Dongbei University of Finance and Economics • Liaoning Normal University • Liaoning University of International Business and Economics • Neusoft Institute of Information 	South Dakota
<ul style="list-style-type: none"> • Aquinas College • Austin Peay State University • Baptist Memorial College of Health Sciences • Belmont University • Bethel University • Bryan College • Carson-Newman College • Christian Brothers University 	Tennessee

<ul style="list-style-type: none"> • Cumberland University • East Tennessee State University • Emmanuel Christian Seminary • Fisk University • Freed-Hardeman University • Johnson University • King College • Lane College • Lee University • LeMoyne-Owen College • Lincoln Memorial University • Lipscomb University • Martin Methodist College • Maryville College • Meharry Medical College • Memphis College of Art • Memphis Theological Seminary • Mid-America Baptist Theological Seminary • Middle Tennessee School of Anesthesia • Middle Tennessee State University • Milligan College • Pentecostal Theological Seminary • Rhodes College • Richmond Graduate University • South College • Southern Adventist University • Southern College of Optometry • Tennessee State University • Tennessee Technological University • Tennessee Wesleyan College • Trevecca Nazarene University • Tusculum College • Union University • University of Memphis • University of Tennessee • University of the South • Vanderbilt University • Victory University • Watkins College of Art, Design, & Film • Welch College • Western Governors University–Tennessee 	
<ul style="list-style-type: none"> • Abilene Christian University • Ambassador University (closed spring 1997) • Amberton University • American College of Acupuncture & Oriental Medicine • AOMA Graduate School of Integrative Medicine • Arlington Baptist College • Art Institute of Dallas • Art Institute of Houston 	Texas

- Austin College
- Austin Graduate School of Theology
- Austin Presbyterian Theological Seminary
- Baptist Missionary Association Theological Seminary
- Baylor College of Medicine
- Baylor University
- Brite Divinity School
- College of Biblical Studies–Houston
- College of Saints John Fisher & Thomas More
- Concordia University–Texas
- Criswell College
- Dallas Baptist University
- Dallas Christian College
- Dallas Theological Seminary
- DeVry University–Irving (Dallas)
- East Texas Baptist University
- Graduate Institute of Applied Linguistics
- Hardin-Simmons University
- Houston Baptist University
- Howard Payne University
- Huston-Tillotson University
- Jarvis Christian College
- LeTourneau University
- Lubbock Christian University
- McMurry University
- Midwestern State University
- Northwood University
- Oblate School of Theology
- Our Lady of the Lake University
- Parker University
- Paul Quinn College
- Rice University
- Saint Edward's University
- Saint Mary's University
- Schreiner University
- Seminary of the Southwest
- Southern Methodist University
- South Texas College of Law
- Southwestern Adventist University
- Southwestern Assemblies of God University
- Southwestern Baptist Theological Seminary
- Southwestern Christian College
- Southwestern University
- Stephen F. Austin State University
- Texas A&M University
- Texas Chiropractic College
- Texas Christian University
- Texas College
- Texas Lutheran University
- Texas Southern University

<ul style="list-style-type: none"> • Texas State University • Texas Tech University • Angelo State University • Health Sciences Center • Texas Tech University • Texas Wesleyan University • Texas Woman's University • Trinity University • University of Dallas • University of Houston • University of Mary Hardin-Baylor • University of North Texas • Health Science Center • University of Saint Thomas • University of Texas • University of the Incarnate Word • Wade College • Wayland Baptist University • Western Governors University–Texas • Wiley College 	
<ul style="list-style-type: none"> • Brigham Young University • Dixie State College • Southern Utah University • University of Utah • Utah State University • Utah Valley University • Weber State University • Western Governors University • Westminster College 	Utah
<ul style="list-style-type: none"> • Bennington College • Burlington College • Castleton State College • Champlain College • College of Saint Joseph • Goddard College • Green Mountain College • Johnson State College • Landmark College • Lyndon State College • Marlboro College • Middlebury College • Norwich University • Saint Michael's College • School for International Training • Southern Vermont College • Sterling College • University of Vermont • Vermont College of Fine Arts 	Vermont

<ul style="list-style-type: none"> • Vermont Law School • Vermont Technical College 	
<ul style="list-style-type: none"> • Averett University • Bluefield College • Bridgewater College • Christendom College • Christopher Newport University • College of William and Mary • DeVry University–Arlington • Eastern Mennonite University • Eastern Virginia Medical School • ECPI University • Emory & Henry College • Ferrum College • George Mason University • George Washington University–Virginia Science & Technology Campus • Hampden-Sydney College • Hampton University • Hollins University • Institute for the Psychological Sciences • James Madison University • Jefferson College of Health Sciences • Liberty University • Longwood University • Lynchburg College • Marine Corps University • Mary Baldwin College • Marymount University • Norfolk State University • Old Dominion University • Radford University • Randolph College • Randolph-Macon College • Regent University • Roanoke College • Saint Paul's College • Shenandoah University • Southern Virginia University • Sweet Briar College • Union Presbyterian Seminary • University of Mary Washington • University of Richmond • University of Virginia • University of Virginia's College at Wise • Virginia Commonwealth University • Virginia Intermont College • Virginia Military Institute • Virginia Polytechnic Institute & State University • Virginia State University 	Virginia

<ul style="list-style-type: none"> • Virginia Union University • Virginia Wesleyan College • Washington & Lee University 	
<ul style="list-style-type: none"> • Antioch University–Seattle • Art Institute of Seattle • Bastyr University • Bellevue College • Central Washington University • City University of Seattle • Cornish College of the Arts • Eastern Washington University • Evergreen State College • Gonzaga University • Heritage University • Northwest Indian College • Northwest University • Olympic College • Pacific Lutheran University • Peninsula College • Saint Martin's University • Seattle Pacific University • Seattle University • Trinity Lutheran College • University of Puget Sound • University of Washington • Walla Walla University • Washington State University • Western Governors University–Washington • Western Washington University • Whitman College • Whitworth University 	Washington
<ul style="list-style-type: none"> • Alderson-Broaddus College • American Public University • Appalachian Bible College • Bethany College • Bluefield State College • Concord University • Davis & Elkins College • Fairmont State University • Future Generations Graduate School • Glenville State College • Marshall University • Mountain State University (closed 01 January 2013) • Ohio Valley University • Salem International University • Shepherd University • University of Charleston • West Liberty University 	West Virginia

<ul style="list-style-type: none"> • West Virginia State University • West Virginia University • West Virginia University Institute of Technology • West Virginia University at Parkersburg • West Virginia Wesleyan College • Wheeling Jesuit University 	
<ul style="list-style-type: none"> • Alverno College • Bellin College • Beloit College • Cardinal Stritch University • Carroll University • Carthage College • College of the Menominee Nation • Columbia College of Nursing • Concordia University–Wisconsin • Edgewood College • Herzing University • Lakeland College • Lawrence University • Maranatha Baptist Bible College • Marian University • Marquette University • Medical College of Wisconsin • Milwaukee Institute of Art & Design • Milwaukee School of Engineering • Mount Mary College • Northland College • Rasmussen College • Ripon College • Sacred Heart School of Theology • Saint Norbert College • Silver Lake College • University of Wisconsin • Viterbo University • Wisconsin Lutheran College • Wisconsin School of Professional Psychology 	Wisconsin
<ul style="list-style-type: none"> • University of Wyoming 	Wyoming
<ul style="list-style-type: none"> • University of Guam • American University of Puerto Rico • Caribbean University • Carlos Albizu University • Centro de Estudios Avanzados de Puerto Rico y el Caribe • Colegio Universitario de San Juan • Columbia Centro Universitario • Conservatorio de Música de Puerto Rico • Escuela de Artes Plásticas de Puerto Rico 	Guam

<ul style="list-style-type: none"> • EDP College • Ponce School of Medicine & Health Sciences • Pontificia Universidad Católica de Puerto Rico • San Juan Bautista School of Medicine • Seminario Evangélico de Puerto Rico • Sistema Universitario Ana G. Méndez • Universidad Adventista de las Antillas • Universidad Central de Bayamón • Universidad Central del Caribe • Universidad del Sagrado Corazón • Universidad Interamericana de Puerto Rico • Universidad Politécnica de Puerto Rico • University of Puerto Rico 	
<ul style="list-style-type: none"> • University of the Virgin Islands 	U.S. Virgin Island
<ul style="list-style-type: none"> • Bacone College • Cameron University • East Central University • Langston University • Mid-America Christian University • Northeastern State University • Northwestern Oklahoma State University • Oklahoma Baptist University • Oklahoma Christian University • Oklahoma City University • Oklahoma Panhandle State University • Oklahoma State University • Oklahoma Wesleyan University • Oral Roberts University • Phillips Theological Seminary • Phillips University (closed July 1998) • Rogers State University • Saint Gregory's University • Southeastern Oklahoma State University • Southern Nazarene University • Southwestern Christian University • Southwestern Oklahoma State University • University of Central Oklahoma • University of Oklahoma • University of Oklahoma Health Sciences Center • University of Oklahoma–Tulsa • University of Science & Arts of Oklahoma • University of Tulsa 	Oklahoma

Source: The University of Texas at Austin, (2014)

Appendix 2/b: Colleges, Schools, and Departments of Public Administration, Public Policy, and Public Affairs accredited by the Network of Schools of Public Policy, Public Affairs, and Public Administration-NASPAA, 2013-2014

Auburn University at Auburn
Department of Political Science

Auburn University at Montgomery
Dept of Political Science & Public Administration

Jacksonville State University
College of Arts and Sciences

The University of Alabama at Birmingham
Department of Government

Troy University
Department of Political Science

Arizona State University
School of Public Affairs

The University of Arizona
School of Government & Public Policy

Arkansas State University
Department of Political Science

University of Arkansas at Little Rock
Institute of Government

California State Polytechnic University, Pomona
Political Science Department

California State University, Bakersfield
Department of Public Policy & Administration

California State University, Chico
Department of Political Science

California State University, Dominguez Hills
Department of Public Admin and Public Policy

California State University, Fresno
Department of Political Science

California State University, Fullerton
Division of Politics, Administration, and Justice

California State University, Long Beach
Graduate Centre for Public Policy & Administration

California State University, Los Angeles
Department of Political Science

California State University, San Bernardino
Department of Public Administration

Northeastern University
Department of Political Science

Suffolk University
Department of Public Management

Central Michigan University
Department of Political Science

Eastern Michigan University
Department of Political Science

Grand Valley State University
School of Public, Nonprofits, and Health Administration

Oakland University
Department of Political Science

Wayne State University
Department of Political Science

Western Michigan University
School of Public Affairs & Administration

University of Minnesota
Humphrey School of Public Affairs

Jackson State University
Department of Public Administration

Mississippi State University
Department of Political Science and Public Administration

Missouri State University
Political Science Department

Saint Louis University
College of Education and Public Service

University of Missouri-Columbia
Harry S Truman School of Public Affairs

University of Missouri-Kansas City
Henry W. Bloch School of Management

University of Missouri-St. Louis
Public Policy Administration Masters Programme

University of Nebraska at Omaha
College of Public Affairs & Community Service

California State University, Stanislaus
Department of Political Science and Public
Administration

Naval Postgraduate School
Graduate School of Business and Public Policy

San Diego State University
School of Public Affairs

San Francisco State University
Department of Public Administration

San Jose State University
Department of Political Science

University of La Verne
Department of Public and Health Administration

University of San Francisco
School of Management

University of Southern California
Sol Price School of Public Policy

University of Colorado, Colorado Springs
School of Public Affairs

University of Connecticut
Department of Public Policy

University of Delaware
School of Public Policy and Administration

American University
Department of Public Administration and Policy

The George Washington University
Trachtenberg School of Public Policy and Public
Admin

The George Washington
Trachtenberg School of Public Policy and Public
Administration

Florida Atlantic University
School of Public Administration

Florida Gulf Coast University
Division of Public Affairs

Florida International University
School of International and Public Affairs

Florida State University
Askew School of Public Administration & Policy

University of Nevada, Las Vegas
Department of Public Administration

Kean University
Dept. of Public Administration

Rutgers University, Camden
Graduate Department of Public Policy &
Administration

Rutgers University, New Brunswick
Edward J. Bloustein School of Planning and
Public Policy

Rutgers University, Newark
School of Public Affairs and Administration

Seton Hall University
Centre for Public Service

New Mexico State University
Department of Government

The University of New Mexico
School of Public Administration

Baruch College/City University of New York
School of Public Affairs

Binghamton University
Department of Public Administration

Columbia University
School of International Policy and Affairs

John Jay College of Criminal Justice, CUNY
Department of Public Management

Long Island University, Brooklyn
School of Business, Public Administration and
Info Sciences

Long Island University
Department of Health Care & Public
Administration

New York University
Robert F. Wagner Graduate School of Public
Service

State University of New York, the College at
Brockport 2018-19
Department of Public Administration

Syracuse University
Maxwell School of Citizenship and Public Affairs

University of Central Florida
Department of Public Administration

University of North Florida
Department of Political Science & Public
Administration & Policy

University of South Florida
Dept of Government & International Affairs

Albany State University
College of Arts & Humanities

Clark Atlanta University
Department of Public Administration

Georgia College & State University
Department of Government and Sociology

Georgia Regents University
Department of Political Science

Georgia Southern University
Dept of Political Science, Justice Studies, and
Public Admin

Georgia State University
Andrew Young School of Policy Studies

Kennesaw State University
Department of Political Science and International
Affairs

Savannah State University
Department of Political Science and Public
Affairs

The University of Georgia
School of Public and International Affairs

University of West Georgia
Department of Political Science and Planning

Valdosta State University
Department of Political Science

Boise State University

DePaul University
School of Public Service

DePaul University
School of Public Service

Governors State University
College of Business & Public Administration

Northern Illinois University
Department of Public Administration

The New School
The Milano School of Int'l Affairs, Management,
and Urban Policy

University at Albany, SUNY
Nelson A. Rockefeller College of Public Affairs

Appalachian State University
Department of Government & Justice Studies

East Carolina University
Department of Political Science

North Carolina State University
School of Public and International Affairs

The University of North Carolina at Chapel Hill
School of Government

The University of North Carolina at Charlotte
Department of Political Science

The University of North Carolina at Greensboro
Department of Political Science

University of North Carolina, Wilmington
Department of Public and International Affairs

University of North Dakota
Dept of Political Science & Public Administration

Cleveland State University
Maxine Goodman Levin College of Urban Affairs

Kent State University
Department of Political Science

The Ohio State University
John Glenn School of Public Affairs

The University of Toledo
Department of Political Science & Public
Administration

University of Dayton
Department of Political Science

Wright State University
Department of Urban Affairs & Geography

Portland State University
Division of Public Administration

University of Oregon
Department of Planning, Public Policy &
Management

Willamette University
Atkinson Graduate School of Management

Southern Illinois University at Edwardsville
Department of Public Administration & Policy
Analysis

Southern Illinois University, Carbondale
Department of Political Science

The University of Illinois at Chicago
Department of Public Administration

University of Illinois at Springfield
College of Public Affairs and Administration

Indiana University, Bloomington
School of Public & Environmental Affairs

Indiana University, Northwest
School of Public and Environmental Affairs

Indiana University, South Bend Campus
School of Public & Environmental Affairs

Indiana University-Purdue University, Ft. Wayne
Department of Public Policy

Indiana University-Purdue University
Indianapolis
School of Public & Environmental Affairs

Kansas State University
Department of Political Science

The University of Kansas
School of Public Affairs and Administration

Wichita State University
Hugo Wall School of Urban and Public Affairs

Eastern Kentucky University
Department of Government

Kentucky State University
School of Public Admin, Social Work, and
Criminal Justice

Morehead State University
School of Public Affairs

Northern Kentucky University
Dept. of Political Science and Criminal Justice

University of Kentucky
Martin School of Public Policy & Administration

University of Louisville
School of Urban & Public Affairs

Carnegie Mellon H. John Heinz III College,
School of Public Policy and Management

The Pennsylvania State University at Harrisburg
School of Public Affairs

University of Pittsburgh
Graduate School of Public and International
Affairs

Villanova University
Department of Political Science

University of Puerto Rico - Rio Pederast Campus
Roberto Sanchez Vilella School of Public
Administration

College of Charleston
Department of Political Science

University of South Carolina
Department of Political Science

The University of South Dakota
Department of Political Science

Tennessee State University
Department of Public Administration

The University of Memphis
Division of Public and Non-profit Administration

The University of Tennessee at Chattanooga
Dept of Political Science, Public Admin and
Nonprofit Mgmt

Texas A&M International University
Department of Public Affairs and Social
Research

Texas A&M University
Bush School of Government and Public Service

Texas Southern University
Barbara Jordan-Mickey Leland School of Public
Affairs

Texas State University
Department of Public Administration

Texas Tech University
Department of Political Science

The University of Texas at Arlington
School of Urban and Public Affairs

The University of Texas at Austin
LBJ School of Public Affairs

**Western Kentucky University
Department of Political Science**

**Grambling State University
Department of Political Science and Public
Administration**

**Louisiana State University
Public Administration Institute**

**Southern University and A&M College
Department of Public Administration**

**University of New Orleans
Department of Political Science**

**Bowie State University
Dept. of Management, Marketing and Public
Administration**

**University of Baltimore
School of Public and International Affairs**

**University of Maryland, Baltimore County
Department of Public Policy**

**University of Maryland, College Park
School of Public Policy**

**Bridgewater State University
Dept. of Political Science**

**University of North Texas
Department of Public Administration**

**The University of Texas at Dallas
School of Economic, Political and Policy
Sciences**

**The University of Texas at El Paso
Institute for Policy and Economic Development**

**The University of Texas at San Antonio
Department of Public Administration**

**Brigham Young University
George W. Romney Institute of Public
Management**

**The University of Utah
Department of Political Science**

**The University of Vermont
Dept of Community Development & Applied
Economics**

**George Mason University
Department of Public & International Affairs**

**James Madison University
School of Public Policy and Administration**

**Old Dominion University
Department of Urban Studies and Public
Administration**

**Virginia Commonwealth University
L. Douglas Wilder School of Govt. & Public
Affairs**

**Virginia Polytechnic Institute & State University
Centre for Public Administration & Policy**

Source: Network of Schools of Public Policy, Affairs, and Administration-NASPPA, (2014)



Source: Adapted from Google Internet Company, (2014)

The first study guide that inspired me, the 'Fidel Gebeta', with Amharic and English alphabets, numbers, and reading part-all in a single page, for Ethiopian kids of my time

About the Student

Teferi Hailemichael is a local council member at the Addis Ababa municipal government, and a lecturer at the Department of Management, College of Business and Economics of Wollo University in Ethiopia.

He has been granted a Bachelor of Arts Degree in Political Science & international Relations, and a Master of Arts Degree in Public Administration by Addis Ababa University, Ethiopia.

The student has previously served the Ethiopian public service as an administrator, chief executive, and city council member for more than a decade.

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